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ABSTRACT

The document presents a description of the policies and procedures of the New York City Street Crime Unit (SCU) which conducts street surveillance and decoy activities. The organization and administrative structure of the SCU is studied according to the size of a unit and the chain of command requirements. The SCU's methods for selecting and maintaining personnel are based on a profile of the model candidate, recruitment and selection procedures, specialized training programs, and group morale. The SCU functions include: deployment, patrol preparations, decoy operations, and plainclothes surveillance. Guidelines for confrontation between plainclothes officers, stop and frisk procedures, arrest procedures, and their policy implications are given. The facilities, equipment, and communication system of the SCU are examined. A discussion of the legal issue of entrapment is presented and methods for maintaining the integrity of SCU members are considered. Data on SCU costs, arrest and conviction rates, injury levels, crime reductive impact, and other outcome measures are discussed. An evaluation design for assessing the outcomes and impacts of street crime unit operations is given. Statutes, equipment inventory, interview questions, guidelines, procedures, and performance evaluation forms related to SCU activities are appended. (Author/EC)

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AN EXEMPLARY PROJECT

NEW YORK CITY POLICE DEPARTMENT STREET CRIME UNIT

By

Andrew Halper
Richard Ku
with the assistance of the New York City
Police Department Street Crime Unit

U.S. Department of Justice
Law Enforcement Assistance Administration
National Institute of Law Enforcement and
Criminal Justice
Washington, D.C.

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The New York City Police Department Street Crime Unit is one of 13 programs which have earned the LEAA "exemplary" label. Projects are nominated through the LEAA regional offices and the state planning agencies and are examined by an independent evaluator to verify their:

- Overall effectiveness in reducing crime or improving criminal justice
- Adaptability to other jurisdictions
- Objective evidence of achievement
- Demonstrated cost effectiveness.

Validation results are then submitted to the Exemplary Project Advisory Board, made up of LEAA and state planning agency officials, which makes the final decision.

For each Exemplary Project, LEAA publishes a wide range of information materials, including a brochure and a detailed manual. Single copies are available free of charge from the National Criminal Justice Reference Service, Washington, D.C. 20531.

FOREWORD

The sharp increase in violent street crime in urban America forces so many city dwellers to live and work in the shadow of fear. The New York City Police Department Street Crime Unit (SCU) works to ease the problem.

Its objectives are twofold. One is making quality arrests – those which lead ultimately to convictions. The second is deterring would-be violent criminals on city streets. The methods involve deploying carefully-trained, motivated police officers in high-crime areas. Dressed in civilian clothes, the unit's members move in close to crime scenes. They offer themselves as decoy victims to potential felons.

The SCU heightens the risk for violent criminals. In New York City, street criminals now must be wary of everyone, for he or she may be a police officer. In one sense, the SCU performs the function which citizens fulfilled in earlier times when a greater sense of community existed.

The results are encouraging: a high conviction rate with minimal injury to police and suspects.

Patrick V. Murphy, President of the Police Foundation, who created the Street Crime Unit while Police Commissioner of New York City, has said: "Neither traditional patrol nor traditional detective methods are as productive as the Street Crime Unit approach in apprehending the street criminal. The Unit was staffed in New York without a personnel increase by reducing midnight patrol shift coverage. The favorable results demonstrate the ever-present potential for improving police effectiveness."

Effective use of units such as the SCU entails particular management difficulties for police departments, but when administered as carefully as New York's they can help to restore safety to city streets. With this in mind, the Institute has designated the SCU an Exemplary Project and prepared this manual for wide distribution.

Gerald M. Caplan,
Director

For further information concerning the policies and procedures of the New York City Street Crime Unit contact:

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CHAPTER ONE
INTRODUCTION

1.1 The Problem

Violent street crime can be a source of constant fear to those who live and work in urban areas. While increasing the level of uniform police patrol is often considered a logical response to citizen demands for more police protection, a recent Kansas City experiment, funded by the Police Foundation, suggests that increased or decreased preventive patrol has little effect on crime, citizen fear or satisfaction with police services.* These findings lend support to the development of alternative forms of policing to bridge the gap between visible police patrol and the investigation of reported crimes.

Commenting on the need for new methods of policing to combat street robberies and assaults, a New York Police administrator has characterized the limitations of uniformed preventive patrol and post-crime investigation:

> "Patrolmen in uniform are expected to be highly visible and thus deter crime by their conspicuous presence--while detectives in mufti are expected to investigate past crimes and apprehend the perpetrators . . . [But] given the cost of personnel and the resources available to the City, it is inconceivable that enough uniformed patrolmen could be employed to completely

---

* George L. Kelling, Tony Pate, Duane Dieckman, and Charles E. Brown. *The Kansas City Preventive Patrol Experiment, A Technical Report*. Washington, D.C.: Police Foundation, 1974. Further testing of this hypothesis is currently being undertaken by the National Institute of Law Enforcement and Criminal Justice.

> cover the City in this way. Indeed, if the entire municipal budget were directed for this purpose it would still be inadequate. In any event, a patrolman in uniform, while a reassuring sight to many, is not the deterrent to crime that many people assume him to be. In a sense he performs the functions of a scarecrow, which is to say that he can only be effective within the short range of his ability to effectively observe and respond to criminal activity. In this respect his presence can be as reassuring to criminals as to the law-abiding. The potential felon knowing where a policeman is, can safely deduce where he is not, and guide himself accordingly.
>
> "On the other hand, investigating past crimes in the hope of arresting those who have committed them and thus deterring others is also, more often than not, an illusory remedy. The number of serious crimes committed are so numerous that even a greatly expanded detective force could not be expected to properly investigate more than a small fraction of them. Moreover, most of the crimes are not at all susceptible to solution. Muggings, for instance, are usually committed so swiftly that many victims cannot identify their assailants even if they were to be later confronted with them in a one-to-one line-up . . . ."*

Responding to these problems, in 1971 the New York City Police Department organized a Street Crime Unit (SCU) composed of carefully selected and specially trained patrolmen and supervisors. Utilizing plainclothes surveillance and decoy tactics--deployed on a monthly basis to high crime precincts in the City--the unit attempts to apprehend suspects in the act of committing a crime. Briefly, the decoy police officer, disguised as a potential crime victim, is placed in an area where he or she is likely to be victimized. A back-up team dressed to blend into the area is stationed nearby, ready to come to the decoy's aid and effect an arrest. While decoy tactics are used in response to particular crime/victim patterns, blending techniques are used regularly to allow the officer to move freely on the street. The primary objective is to effect quality arrests (arrests which lead to convictions) with no increased danger to police or citizens.

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* NYCPD SCU LEAA Grant Application, page 2.

Courtesy of The News, New York's Picture Newspaper

1.2 Background

The concept of a Street Crime Unit evolved in 1970, when the New York City Police Commissioner authorized every precinct commander to utilize up to five percent of his personnel in plainclothes surveillance efforts to more effectively combat the street crimes of robbery, grand larceny from the person, and assault[*]. For most of 1971, these anti-street crime efforts were conducted at the precinct level with experienced officers assigned to the plainclothes work. At the same time, in response to a sharp increase in crimes against truck drivers and taxi drivers, a Taxi-Truck Surveillance Unit was created, drawing on both patrol officers and detectives for its plainclothes personnel.

The City-Wide Anti-Crime Section (now the SCU) was organized in November of 1971, consisting of a nucleus of 80 members of the Taxi-Truck Surveillance Unit augmented by 120 personnel from precincts and the Tactical Patrol Unit (TPU). As a unit reporting directly to the Chief of Patrol, this immediate predecessor of the SCU was directed to focus on street crime throughout the city, with special emphasis on robbery and other violent crimes. The development of new police methods was encouraged and various plainclothes tactics were improvised and tested. The most effective method discovered was the *blending and decoy* tactic.

The creation of the City-Wide Anti-Crime Section in 1971 did not incur substantial personnel costs, as its members were simply selected and transferred from other areas of the department. Considerable funding was required, however, for material--a small fleet of taxis, unmarked cars and delivery vans, instant-picture cameras, radios, and walkie-talkies.

The unit was originally housed in small quarters at the Queens Safety Division in Flushing Meadow Park, New York. After a year and a half, the unit outgrew this facility and the old Harbor Precinct Building on Randall's Island (which is located in the waters bordering the Bronx, Queens, and Manhattan and easily accessible to all areas of New York City) was made available and converted to their use. The building has since been modified to provide suitable accomodations and training space for personnel and secure housing for equipment and a large motor vehicle force.

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[*] The statutory definitions of these crimes are presented in the Appendix.

1.3 Content Guide

This manual presents a detailed description of the policies and procedures which govern SCU operations. Perhaps more than any other police strategy, the success of a street crime unit is critically dependent upon the quality of its administration and personnel. Accordingly, the chapters in this manual deal with specific areas of administrative concern, focusing on manpower requirements as well as operational issues. Each chapter details New York's policies and procedures and then discusses general replication issues. Succeeding chapters deal with the following subjects:

Organization and Administration

The SCU's administrative structure is explored. The optimal size of a street crime unit is discussed as well as chain of command requirements and effective supervisor/officer ratios. The question of centralized versus decentralized operations is considered. Other issues treated in this chapter include the organizational position of a crime analysis unit and the necessity for an adequate liaison with all other departmental operations.

Personnel

The SCU's methods for selecting and maintaining high calibre personnel are documented. Issues discussed include the establishment of a profile for the model candidate, effective recruitment and selection procedures, curriculum for and duration of specialized training, and supervisory and personnel evaluation procedures.

Deployment and Tactics

The SCU's crime analysis methods, deployment strategies, and street tactics are presented. Operational procedures and policies in these areas, necessary to assist police officers in the conduct of decoy assignments, are documented. The necessity for preparing such guidelines is emphasized and the need for identifying target crimes and employing crime analysis methods is discussed.

Confrontation and Arrest

The SCU's guidelines for confrontations between plainclothes officers are discussed, with an emphasis on quick identification and the actions to be taken by both the challenging officer and the challenged officer. Also considered are the Unit's stop-and-frisk and arrest procedures. Needless to say, these have been designed so that officers will conduct themselves in conformity with both safe practices and state law.

Facilities and Equipment

The housing, hardware and communications system of the SCU are documented. An approach to determining street crime unit requirements is presented, with an emphasis on the use of cost/benefit studies. Methods of financial procurement are briefly examined.

Special Considerations

The SCU's methods for maintaining the integrity of Unit members are explored. The legal issue of entrapment is discussed, emphasizing the necessity for developing guidelines to assist officers in avoiding entrapment.

Costs and Outcomes

Figures and facts on SCU costs and results are documented. Arrest and conviction rates, injury levels, crime reductive impact and other outcome measures are presented.

Evaluation

This final chapter presents an evaluation design for assessing the outcomes and impacts of street crime unit operations. The need for special training and equipment expenditures in this type of unit makes continuous monitoring and evaluation particularly critical.

FIRST NA NA
DRINK
Coca-Cola
It's Coca-Cola
Coca-Cola

Courtesy of The News, New York's Picture Newspaper

CHAPTER TWO
ORGANIZATION AND ADMINISTRATION

2.1 Unit Organization

The New York Street Crime Unit (SCU) is one of three units under the general control of the Anti-Crime Section (ACS) which also administers the Auto-Crime Unit and the Tactical Patrol Unit. The ACS is one component of the Special Operations Division under the general supervision of the Field Services Bureau which is ultimately responsible to the police commissioner.

Individual precincts also periodically assign some of their regular patrol officers to perform plainclothes surveillance and decoy work. Such units are under the direct control of the precinct commander and employ tactics and strategies similar to the city-wide SCU. The focus of this manual is on the city-wide SCU, since it employs full-time personnel in a carefully structured and controlled, and highly focussed program. Most of the information presented, however, is applicable to either a city-wide or precinct-based anti-crime program.

The liaison unit of the ACS coordinates the activities of the two separate street crime programs and provides for the exchange of ideas and information. Its primary responsibility is to monitor, coordinate, and evaluate precinct-based anti-crime operations. It accomplishes this task through the following:

- periodic conferences with precinct commanders;
- bulletins on tactics which are distributed to all precinct anti-crime personnel;
- analysis of precinct anti-crime operations, methods, and tactics;

- liaison efforts with the Police Academy to insure that anti-crime subject matter is included in police curriculum;
- compilation of statistics on taxi robberies and truck hijackings;
- requiring precincts to submit reports on crime problems and anti-crime operations.

The crime analysis unit of the ACS provides the necessary planning information for deployment of the SCU patrols. Its organizational location in the ACS permits it to be of service not only to the SCU but also to the Auto-Crime and Tactical Patrol Units.

The SCU itself is administered by a commanding officer with three primary responsibilities. He supervises the general administration of the Unit, the purchase, storage, and maintenance of equipment, and monitors the field activities of the patrol units.

The patrol force is divided into eight squads with two captains each heading four squads. Each squad is directly controlled by a lieutenant, with a sergeant supervising a team of ten officers. Each squad contains three such teams. The SCU presently has a staff of 273.

Presented below are three figures that illustrate the organizational structures involved in SCU activities. Figure 1 presents the general structure of the New York City Police Department within which the SCU is located. Figure 2 illustrates the structure of the SCU's parent command, the ACS. Finally, Figure 3 diagrams the internal organization of the SCU.

Figure 1: Partial Overview of NYCPD Organization

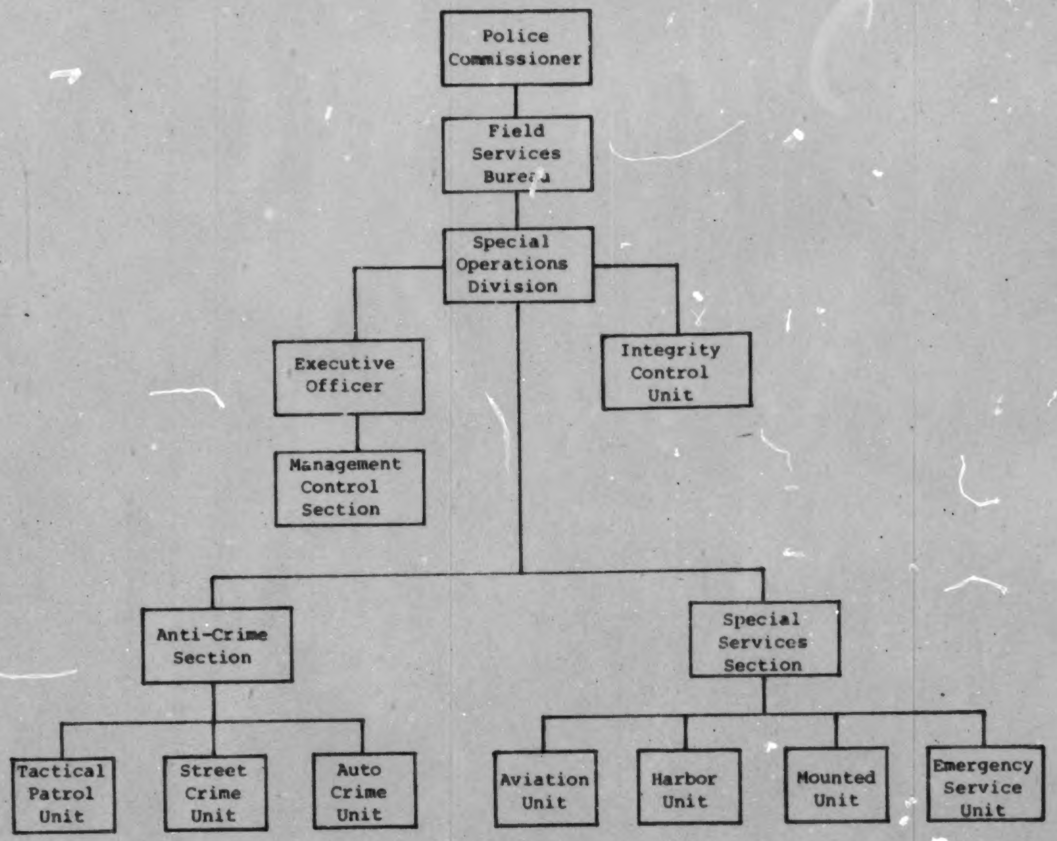

Police Commissioner
Field Services Bureau
Special Operations Division
Executive Officer
Management Control Section
Integrity Control Unit
Anti-Crime Section
Special Services Section
Tactical Patrol Unit
Street Crime Unit
Auto Crime Unit
Aviation Unit
Harbor Unit
Mounted Unit
Emergency Service Unit

Figure 2: ACS Organization

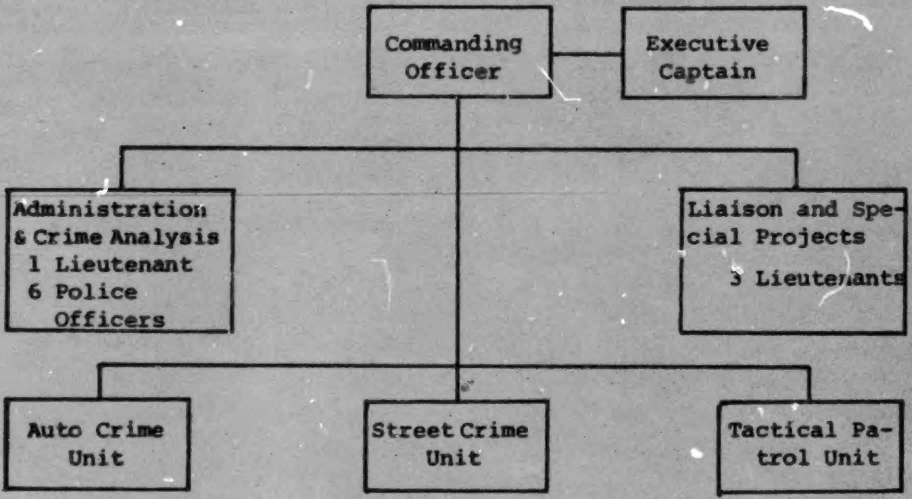
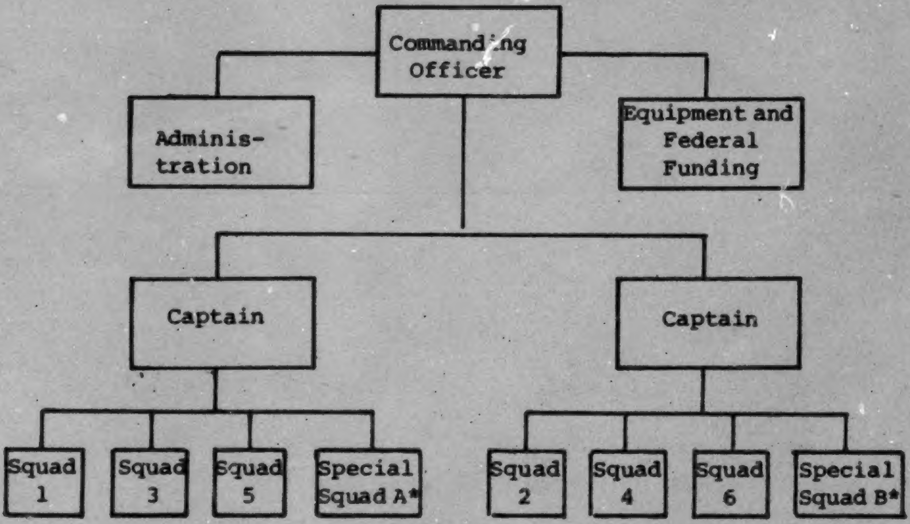

Commanding Officer
Executive Captain
Administration & Crime Analysis
1 Lieutenant
6 Police Officers
Liaison and Special Projects
3 Lieutenants
Auto Crime Unit
Street Crime Unit
Tactical Patrol Unit

Figure 3: SCU Organization


Commanding Officer
Administration
Equipment and Federal Funding
Captain
Captain
Squad 1
Squad 3
Squad 5
Special Squad A*
Squad 2
Squad 4
Squad 6
Special Squad B*

* Used for short-term sensitive assignments. See section 4.2.

The chart below indicates SCU personnel strength by rank.

SCU Personnel

	Field Squad	Administrative Staff	Total
Captain	0	3	3
Lieutenant	6	1	7
Sergeant	22	2	24
Detective* Male	49	0	49
Detective Female	1	0	1
Police Officer Male	171	8	179
Police Officer Female	5	0	5
Civilian	0	5	5
Total	254	19	273**

* The detective rank entitles an officer to a gold shield and a $2,500/year salary increase. In the SCU it is formally referred to as crime prevention specialist.

**The SCU has an authorized staffing level of 286.

2.2 Policy Implications

There are six important policy implications which arise in the context of the general organization and administration of a street crime unit. These are:

- determination of the size of a street crime unit;
- centralization and/or decentralization;
- supervisor/officer ratio;
- organizational location of crime analysis unit;
- liaison unit;
- record-keeping processes.

Policy decisions in one area cannot be made independent of concerns in other areas. All of the policy implications which are discussed following the presentation of the New York SCU procedures must essentially be viewed together. For the sake of clarity, however, they are treated separately in this manual with interdependences noted when particularly relevant.

The paramount issue, which is essentially interrelated with most of the subsequent policy implications, is the projected size of a street crime unit. Obviously, the determination of unit strength must be based upon community size, available resources, and project objectives. Once an approximate figure has been arrived at, other issues such as equipment needs, deployment strategies, and the like, then must be resolved. Despite the fact that their attempted resolution may result in an alteration of the original figure, this is the logical starting place.

Whether a unit will operate with its own command structure or whether a street crime program will be localized within a city's precincts subject to the control of the precinct commanding officer is obviously crucial to its overall organization and administration. New York City has it both ways. It operates a central unit and also local precinct units. The program was initially developed there on the precinct level. Coordination between the precinct units and the SCU is accomplished by the liaison unit of the Anti-Crime Section, the SCU's parent organization.

Two key arguments favor the central unit structure over precinct level operation:

- capability of deployment where needed;
- less chance of unit personnel being identified by local criminals.

With a city-wide unit the patrol officers may be deployed where crime analysis has indicated the greatest need, with little or no organizational disruption. Clearly, taking officers from one precinct to deploy them in another, especially if decoy work is performed on a part-time basis, would disrupt the administration of the precinct's regular police work. Also, members of a precinct street crime unit might become known to the local criminal and thus rendered ineffective. A city-wide unit, with its mobile capabilities, avoids this problem. A central operational structure also permits greater selection and training efficiency and more uniform quality of personnel.

Photograph by I.P. Laffont – Gamma

On the precinct side of the issue, however, is the argument that local precinct officers are more familiar with both the terrain and inhabitants of the neighborhood thus enhancing their surveillance capabilities. Effective training and initiation of city-wide personnel will, however, negate this argument.

The ratio of supervisory personnel to unit officers is related not only to the size of the force but also to anticipated tactical strategies and the supervisors' integrity control responsibilities. These subjects are treated in Chapters Three and Four and a general discussion of this issue will be deferred until then. It is important to note, however, that the general organizational structure will be affected by a determination of this ratio.

The location of the crime analysis unit within or without the street crime unit's structure must be carefully considered. Efficiency demands that it be capable of providing its services not only to a street crime unit but also to any other unit which could benefit from its crime analyses. This would include tactical patrol units, auto crime units, precinct anti-crime units, and other specialized operations. In fact, the type of analysis to be performed will be determined by the needs of those units who are to be served.

The liaison section of a street crime unit has as its essential function the coordination of the activities of a street crime unit with all other department personnel. Consequently, it must receive deployment input from the street crime unit and forward such information to alll precincts or other special units operating in the same area. It must also receive all input on precinct or other street undercover activity and alert the street crime unit command. Along with identification and confrontation procedures, an effectively functioning liaison unit is the only way of assuring the safety of street crime unit members.

Thorough record-keeping procedures must be instituted to enable periodic evaluations to be performed and to supply the crime analysis unit with basic data. Depending upon the size of the street crime unit such functions might be performed by a separate section of the unit to assure accuracy and completeness. The specifics of record-keeping procedures are dealt with in Chapter Nine. The organizational structure, however, should provide for the proper information flow to and from a record-keeping unit.

CHAPTER THREE
PERSONNEL

The single most significant aspect of a street crime unit is its personnel. Required to use their ingenuity and imagination, deployed in high crime areas, involved in dangerous situations, the officers assigned to the unit must be of uniformly high calibre.

> By its very nature, civilian clothes police work requires men of initiative and imagination--men who possess a high degree of integrity and can function effectively in an area of corruption potential with a minimum of supervision.
>
> These men spend their full time and energy actively engaged in outwitting the street criminal in his own element--the street. They function, almost exclusively, in high hazard areas during the hours of peak crime incidence. They focus their attention on crimes of violence without the identification factor furnished by a uniform and/or marked auto, thereby finding themselves in a disproportionate number of situations in which they are face to face with armed felons. This requires, as well as personal courage, a high degree of resourcefulness and tenacity.*

Effective methods of recruitment, selection, training, supervision and evaluation are required for a street crime unit to assemble and maintain a high quality of personnel. The next few sections of this chapter illustrate the New York City SCU's performance of these functions.

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* New York City Police Department, *SCU Management Organization*, p. 3.

3.1 Recruitment

All officers in the Street Crime Unit are volunteers. Finding police officers who want to join the SCU appears to be no problem; there are more applicants than the Unit can use over several years. At the present time, there are between 50 and 60 applications on file of candidates who have received "A" ratings on their interviews. ("A+" and "A" are the two highest of six ratings which a candidate can receive.)

Several circumstances explain the enthusiasm for a Unit assignment:

- Most persons who become police officers do so because they want to take an active role in fighting crime. In the Street Crime Unit, they are provided with the best opportunity for doing this, whereas much other police work is routine and consists largely of community service activities.
- Assignment to the Unit satisfies an officer's career advancement obligation to work in a "busy shop" (high crime area).
- The tour of duty schedule requires the officers to work 75% of their time at night, thus qualifying them for the monetary advantage of night differential pay.
- The Unit is organized along less "military" lines than most police units. Lieutenants, sergeants, and patrol officers work together in the field, resulting in an easy flow of communication along the chain of command and a sharing of responsibilities.
- The Unit provides an opportunity for non-conformists to express themselves in police work. Officers can wear beards and dress unconventionally.

- The Unit has great pride and self-esteem and the entire Unit as well as its personnel are held in high regard by fellow officers.

Other reasons for wanting to join the Street Crime Unit, not mentioned by SCU personnel, but apparently operating, are:

- The Unit seeks and receives a good deal of publicity. The very fact of its existence must be publicized to help provide the desired deterrent effect on potential street criminals. Unit personnel share in this publicity adding to its attraction to prospective members.

- The work gives officers the opportunity to be "actors," it challenges their ability to blend into the street scene, and provides an opportunity to test their street savvy.

The key consideration of recruitment efforts should be whether to offer added inducement to service in a street crime unit. Service in such a unit will, of course, carry its own rewards and drawbacks. The excitement, the ability to make quality arrests and actually 'fight' crime, and the status of belonging to a select group are all inducements in themselves. The increased chance of possible injury or death is the major deterrent to service in a unit. Careful thought must be given to whether other incentives such as increased salary or career advancement possibilities should also be offered. Is the danger involved enough of a drawback that such measures would be necessary to recruit quality personnel or are the inherent incentives sufficient to overcome the danger deterrent? One final question to be considered is whether the offering of added incentives will increase applications, and the possibility of selection of personnel who lack the necessary, basic motivation for service in a street crime unit. Or are selection procedures thorough enough so that added incentives only increase the pool of available manpower without detracting from the quality of personnel chosen?

3.2 Selection

The personnel of the SCU are chosen from among the volunteers who apply. The model candidate for the unit is aggressive, motivated, curious, honest, experienced, productive, and especially, "street-smart." As decoys or as back-up men who must blend into the general street scene, Street Crime Unit officers must be able to act in such a way that they do not reveal themselves to potential felons or even to ordinary citizens. Experience is all-important in this respect.

The kind of alertness which it is necessary for officers in this unit to have can be seen in the following example:

> One of the SCU's teams, consisting of two officers, whom we will call DeSicca and Finnegan, spotted a car by the curb. DeSicca realized at once that this was a rental car (all rental cars in New York have a distinctive "Z" license plate). He also noticed that the car was quite dirty, something that is unusual for rental cars because they are generally rented for only a day or two and are always washed before being rented again. Finnegan then noticed that the spare tire of the car was in use (something that can be seen in rental cars because they have a red dot on the spare so that the rental agency can identify the need for a new tire without having to open the trunk). Officers DeSicca and Finnegan realized that this rental car must have been away from its agency for a long time. Consequently, they investigated the car and found that it had, in fact, been stolen, whereupon they arrested the car's two occupants.

In order to be eligible for consideration to join the SCU, a candidate must be recommended by his commanding officer and have served on the New York City police force for at least two years. Many of the successful candidates come from precincts that have high crime rates, so that the officer will have had experience in dealing with criminals on the street. Many have also worked in precinct anti-crime operations.

The selection process begins with a "round-robin" check. The candidate's name is run through the central personnel index to check for any complaints in the files of the following:

- Internal Affairs Division
- Medical Unit
- Civilian Complaint Review Board
- Personnel Screening Unit
- Disciplinary Records Unit
- Public Morals Division
- Organized Crime Control Bureau.

In order to be eligible, a candidate must not have any substantiated complaints against him filed with any of these units.

The second, and most important part of the selection process is the personal interview. It is conducted by a field lieutenant and two field sergeants. During the interview,* they attempt to determine if they would want the applicant to work with them in situations where their lives might depend on him. The unit places a great deal of importance on the fact that members of a street crime team go into high crime areas together, that they deliberately expose themselves to criminal activity, that they do not have the protection of a uniform or a visible shield, and that, therefore, they must depend on one another for protection. The relationship between members of a team was said, by one member of the SCU, to be closer than that between husband and wife.

Topics discussed during the interview include the applicant's views on working with a partner of the opposite sex, arrest activity, past decoy work in a precinct anti-crime unit, if any, and attitudes toward departmental policies, firearms use, and corruption. At the termination of the interview, the applicant is given a rating by the interview team.

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* An interview questionnaire, oral interview guidelines, suggested interview questions and interview rating sheet used by the SCU are included in the Appendix.

A written questionnaire eliciting information on the applicant's personal history and financial background is also required. Furthermore, checks are made with supervisors and peers who have had direct personal contact with the applicant and can attest to his degree of dedication and professionalism.

In order to assure that there will be a reserve of adequate manpower for the SCU, interviews are continually conducted. Presently, over 1000 qualified members in various ranks have been interviewed and screened. Those selected thus far exhibit a diversity of backgrounds including patrol, detective, plainclothes, and precinct anti-crime work.

The success of the selection process can be gauged from the fact that there is not much turnover in the unit. Most SCU personnel clearly like their work, take great pride in it, and want to continue serving in the unit. Those few who do leave find it somewhat difficult to return to uniformed patrol after having adjusted to the style of the SCU.

The selection process thus far has resulted in a degree of minority hiring. Six women have been assigned to the unit, and 16.5% of all unit personnel are either black or Spanish-speaking. A street crime unit must reflect the ethnic character of the community it serves to effectively perform its work.

3.3 Training

The rigorous selection process employed by the Street Crime Unit provides personnel who possess considerable native ability, knowledge, and experience. Extensive training is still required, however, to instruct the officers in the tactics and methods used in plainclothes surveillance and decoy work. The training programs listed below are presently in effect for unit personnel:

- Orientation Training. Before becoming operational, the Street Crime Unit assigned all its members to attend a forty-hour training session that deal specifically with civilian clothes police operations.

  At present, each newly assigned member is given orientation training by the training officer and by superiors under whom the member is assigned. Areas covered include operational policies and tactics, Unit responsibilities, and contents of Unit and Division Memoranda. An important topic that receives much attention is integrity.

  The training officer takes the trainee to some of the high crime precincts where he is likely to work, and shows him the location of the courts where he may have to testify. He also instructs the officer in how best to assume the various types of decoy roles. Some of this training occurs within a 2-day period. After this the officer is rotated from team to team within a squad to acquire actual field experience. This important aspectof the training process is aided by the fact that the new officer is not expected to be productive for about one month.

- Unit Training. This training is given to all members of the NYCPD below the rank of Captain. In the SCU it is given by the Unit's training officer. These training sessions are of eight hours duration and are attended by each member four times annually. The sessions consist of video-tape cassette presentations and lectures that are prescribed by the Police Academy. Some of the content, however, may be shaped to the special needs of the Street Crime Unit. The training officer spends from one to three days at the Police Academy preparing for each training cycle. He must file a report at the end of each unit training cycle on subjects taught and officers in attendance.

- Roll Call Training. This training is given daily to all members before going on patrol by the commanding officer and his aides and/or the squad supervisors. The session is conducted in an atmosphere of an open discussion. Included in this training is a discussion of the crime picture and modus operandi of criminals in the assigned area. Attention is focused on the police tactics and signals that will be employed during the tour. The duration of the training is, normally, fifteen minutes.

- Slack-Time Training. This training is conducted by squad superiors during stand-by alerts, or other slack time, to supplement regular formal training sessions. The subjects of such training include integrity, identification procedures, and proper gun use. This time is also used to discuss arrests, critique shooting incidents, and exchange successful decoy tactics and strategies.

- Outside Command Training. Police officers from specialized commands and female officers attached to precincts are assigned to the various Street Crime Squads to assimilate street crime techniques. It is hoped that they return to their respective commands with some degree of expertise in this field.

- Management Training. All supervisors attend a 3-week management course offered at the police academy.

The entire training program is coordinated and administered by the training officer under the direct supervision of the Unit's Commanding Officer. Subjects covered at various points during training include field procedures, crowd control, basic sociology, race relations, criminal evidence, use of deadly physical force, and confrontation situations.

In addition, the Street Crime Unit, in conjunction with the Special Projects Division of the Police Academy, is developing a two-week training course at the Academy. This course will focus on tactics and street strategies, recent procedural changes in the criminal justice system, and safety measures to protect both Unit officers and the public.

The SCU has issued teaching guidelines to its supervisors for their use in the training of subordinates. These are included in the Appendix to this manual.

In decoy operations there is no substitute for experience. The New York procedure of rotating new men among various teams within a squad and not expecting them to become productive team members for the first three or four weeks is an excellent initiation method. Much of the New York expertise in decoy tactics comes from the informal exchange of information from team to team and squad to squad. It must be noted that the New York SCU had the advantage of selecting personnel many of whom had already acquired experience in precinct anti-crime operations, thus reducing the necessary level of training. It cannot be emphasized too much that, at the present time, the New York SCU has a wealth of experience to draw upon in training new members. A Police Department implementing a street crime unit must be sure that its training program is thorough enough to overcome the problems that lack of experience will create.

3.4 Supervision

The blending and decoy tactics used by the SCU reduce the effectiveness of ordinary supervisory practics. Superior officers are consequently required to use their ingenuity in performing their duties. These officers rely on participative management and the team concept to help accomplish the Unit's work.

According to SCU administrators, participative management refers to a process in which patrol officers are afforded an opportunity to have an impact on decision-making. Within the Street Crime Unit open discussions are held on subjects ranging from human relations and racial problems to decoy tactics and deployment strategies. Input from the officers is then used by supervisors in formulating decisions. It is difficult to quantifiably evaluate this procedure, but the effect of the process can readily be discerned in the high morale of unit members. Such a process also reduces the isolation of the decision-maker from the realities of the working situation.

The team concept is not unlike the spirit that pervades a winning sports team. In the SCU a team is composed of ten patrol officers and one sergeant. Each squad is composed of three such teams and is headed by a lieutenant. Both the lieutenant and the sergeants work actively in the field with their men. Each squad has its own room at headquarters and a special squad insignia. But the most important aspect of the team concept in the SCU is trust and interdependence. The officers must rely on each other both in order to effect quality arrests and to assure each other's safety. Without proper backup work a decoy's safety could be endangered and without good decoy work a backup team will have difficulty effecting quality arrests.

The supervisors also attempt to motivate their men to perform at their best. According to one SCU captain,

> Their (the supervisors') most vital contribution has been their ability to develop among the subordinates a common spirit of devotion, pride, and enthusiasm for police service. This has resulted in a type of supervision from within on the part of subordinates. . ."*

Field lieutenants and sergeants are charged with the responsibility for roll call, active field patrol, supervising arrests on the scene or at the local precinct, court checks, and filing reports on arrest activity. Administrative sergeants and lieutenants are charged with responsibility for equipment purchase, storage, and maintenance, certain crime analysis functions, necessary paper work, and other administrative duties.

Field supervisors have been given the necessary authority to make decisions in the conduct of their operations. Apart from their normal supervisory patrol duties, they

- Exercise total field command responsibility for the deployment of personnel within their assigned area.
- Redeploy their personnel to cope with changing situations.

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* NYCPD SCU Management Organization. November 1, 1974. Page 4.

- Determine the most effective manner of patrol to be utilized in a particular area at a particular time, such as decoy tactics, foot/auto surveillance, taxi patrol, or fixed van observations.
- Develop plans, discuss strategy, and implement tactics to cope with ongoing situations.
- Create disguises and encourage their use to make blending and decoy tactics more effective.
- Coordinate investigatory responsibilities between the Unit and the Detective Bureau.
- Conduct slack-time training sessions.

3.5 Personnel Evaluation

Superiors of the SCU continuously evaluate police officers under their supervision and submit formal reports on a monthly and yearly basis to ensure and maintain the quality of unit personnel. These evaluations are in addition to required department-wide evaluations. Those officers who fail to meet the expectations of the Unit are transferred back to patrol duty.

According to the SCU Commanding Officer, the criteria used for initial selection and subsequent evaluation are essentially the same. The two main criteria are:

- Integrity
- Quality arrests.*

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* Quality arrests are those which lead to a conviction in court. Although the evaluation materials which appear in the appendix do not provide this information, SCU administrators do take account of this factor in making judgements on the productivity of unit officers. Also essential to the concept of a quality arrest is the prevention of injury to both police officers and the public.

Other qualities that are considered include:

- Acceptance of responsibility
- Maturity and stability
- Willingness to contribute to team effort
- Initiative and resourcefulness
- Compliance with Department procedures and guidelines and the directions of immediate superiors
- Job knowledge.

These criteria are posted for the information of all unit members.

Evaluations are filed both monthly and yearly. The monthly reports* concern supervisory certification of an officer's arrest and court activity, the content of roll call training sessions, specific problems encountered during the past month, and recommendations for the future.

The yearly reports* focus both on individual and squad performance. The key element of this evaluation process is productivity (number of arrests). Officers are compared only, however, with other officers in the same squad. To do otherwise would be to overlook the varying levels of criminal activity to which the squads are exposed. The productivity of a squad assigned to a quiet precinct by a directive of the Police Commissioner for a particular reason will naturally be lower than that of a squad assigned to a high crime precinct.

If the results of the evaluation indicate that a particular officer's work has only been marginally productive, an attempt will be made to determine the cause. Such an officer may be reassigned to a different team or a different squad and his subsequent performance monitored. If arrest activity remains at a marginal level, he will be transferred out of the SCU.

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* Copies of the various evaluation forms are located in the Appendix.

In assessing productivity levels, attention must be directed at the method of "counting" arrests. Some factor must be divised to give credit to a decoy for an arrest effected by his back-up team. This is exceedingly important in order to fairly evaluate productivity, especially since some officers serve solely in a decoy capacity.

3.6 Morale

The team spirit of the SCU is fostered by the fact that at the base headquarters each team has its own cubicle or ready room where its members gather before each tour's assignment. Team members can be seen arriving at the base well in advance of the beginning of their tour to spend time in conversation or recreation with other team members. An administrative sergeant in another division of the NYCPD made the following observations on SCU morale:

> Morale at its height seems to permeate the entire City-wide anti-crime section. One can sense the feeling of pride and camaraderie as one passes beneath the sign that states "through these doors pass the elite of the finest." Even after one is inside, the feeling is reinforced. Each field unit has its emblem or "coat of arms", so to speak, in the outline of a shield. This plus the various photos depicting work situations, and news articles commending the unit on its good work, billboarded along the walls, emphasizes the pride and good will competitiveness.*

Reasons for such high morale include:

- Members of the Unit are actually engaged in doing the type of work for which most officers joined the Department.

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* Memo NYCPD Program Services Division. Sgt. Cornelius Blackshear. Pgs. 6,7.

- The men are allowed to use their imagination and initiative in their work situation.
- No artificial quotas are set or required of the men.
- There is participation by the men in the decision-making process that affects their working conditions.
- There are outstanding open lines of communication up and down the chain of command.
- There are informal as well as formal exchanges and interaction among the men and between the men and their superiors.
- Positive supervision is the rule, rather than the exception.
- The staff units service and complement the field units rather than attempting to supervise them.
- They are given good equipment and intelligent information which they can apply to their work situation.
- There is sufficient recognition of the work that the unit produces, including a system of merit pay.

The motivation and commitment of SCU personnel are perhaps best exemplified by the extensive role preparation done by Unit members. Many officers research their own decoy roles when they are of a specialized nature. This is often done during off-duty hours. To prepare for the role of an old lady, a female officer will spend time at an old age home to observe the behavior of elderly women. Minute details such as a special shopping bag handle are noted and used in the decoy operation to con the street-wise criminal.

Another illustration of the length to which officers will go to perfect their decoy roles can be seen in the accompanying photograph. The man depicted is not an Hassidic Rabbi; nor is he an actor backstage in a theatrical dressing room; he is a decoy officer putting the finishing touches on his make-up job. He and a fellow offficer spent many *off-duty* hours at a rabbinical school studying a rabbi's walk, gestures, accents, manner of conversation, and dress. They then practiced their roles on the street of New York before moving into their assigned area. Such dedication lies at the heart of the SCU's success.

CHAPTER FOUR
DEPLOYMENT AND TACTICS

The SCU performs two primary functions. It conducts plainclothes street surveillance and decoy operations. Officers assume disguises designed to blend in with the general citizenry in order to provide themselves with the necessary anonymity and freedom of movement to pursue suspected felons undetected, maintain watch unnoticed at probable crime locations, and provide would-be criminals with potential victims. These tactics are designed to result not only in quality arrests but also in the interruption of crimes and the prevention of injury to citizens. Care has been taken, however, to avoid the hazards inherent in this type of work. Specific guidelines have been developed and closely adhered to. In addition crime analysis has attempted to determine the most effective deployment strategies.

The following two chapters document the operational policies and procedures of New York City's SCU. The various topics considered in this chapter are crime analysis, deployment, patrol preparations, decoy operations, and plainclothes surveillance. Much of the material presented in both these chapters has been excerpted and edited from the SCU Operations Manual.

4.1 Crime Analysis

The Street Crime Unit does not perform its own crime analysis. This function is carried out for all three units (Auto Crime, Street Crime, Tactical Patrol) by the Administration and Crime Analysis division of the City-Wide Anti-Crime Section. On the basis of their analyses, plus precinct commanders' requests, plus directives from the Police commissioner's office, monthly assignments of the SCU's squads takes place.

The crime analysis division compiles, compares, and analyzes crime data from all available sources. Such sources include the SPRINT SYSTEM (daily crime reports current to within 72 hours) and precinct anti-crime reports prepared on a monthly basis. New York's precincts are ranked monthly according to the level of activity within certain categories of crime. These include robbery, burglary, grand larceny, grand larceny auto, assaults, street crime[*] and all crime.[**]

After these rankings have been submitted to the SCU Commanding Officer and deployment assignments have been determined, the crime analysis division then details the criminal activity occurring in those precincts to which SCU squads will be deployed. In consultation with precinct personnel and by perusing precinct crime reports, detailed information on crime patterns, including type of crime, time of crime, location of crime, description of perpetrators, and criminal modus operandi, is prepared. Spot maps and informational folders containing the above information are then provided for the use of both the Street Crime Unit and precinct personnel. This information is updated on a daily basis for the duration of the assignment.

The office of the Anti-Crime Coordination and Liaison Unit at the Anti-Crime Sections' headquarters on Randall's Island has displayed on the walls of its master crime situation room, maps of every area of the city indicating robbery and mugging-prone locations, and taxi and truck robbery-prone locations, and each precinct's ranking in these categories. In addition there is displayed a statistical comparison of each precinct's robbery complaints showing the month's total versus those of the previous month as well as those of the same month a year ago.

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[*] Street crime is defined as the total of robbery, burglary, and grand larceny auto.

[**] All crime includes felonies, misdemeanors and violations.

4.2 Deployment

SCU squads are normally assigned to high crime precincts within the City. Squad teams are assigned to particular zones within those precincts. These areas of assignment are generally determined by the relative ranking of precincts in various categories of street crime. SCU deployment is based upon monthly variations in these rankings. Squad deployment is also reviewed bi-monthly on the basis of person-day per arrest figures. The highest crime precincts average 3 or 4 person-days per arrest while the lowest may run as high as 99.

The SCU commander attempts to deploy squad teams in the ten precincts showing the highest level of reported crimes for the previous month. This deployment strategy is tempered, however, by three factors. An attempt is made to deploy at least some personnel in all of the four major boroughs within the City. In addition, consideration must be given to the requests of Precinct Commanders to have SCU squads combat particular crime problems in their precincts. Such requests occur on the average of two per month. Finally, the Police Commissioner may issue a directive requiring the deployment of an SCU squad in a particular area. In the past such directives have been promulgated to protect Jewish neighborhoods during religious holidays, provide unobtrusive plainclothes surveillance to a neighborhood undergoing a racial transition, and the like. According to SCU estimates, 80 to 90% of squad deployment is based on the SCU commander's discretion and his interpretation of crime analysis information. Approximately every 10 days statistical evaluations of persondays per arrest are performed for all squad assignments to monitor the impact of SCU presence and facilitate effective deployment.

Each squad performs a forty-hour week consisting of four tours of eight-and-one-half-hour duration in a six-day period. The hours of duty are as follows:

1st tour - 1730 x 0200

2nd tour - 1730 x 0200

3rd tour - 1600 x 0030

4th tour - 0900 x 1730.

Court appearances subsequent to the original arraignment are scheduled during the comparatively quiet 0900 x 1730 tour. Squads are not deployed from 2 a.m. to 9 a.m. because there is little street activity during this period.

Two of the eight field squads (the special A + B squads) usually do not receive extended, fixed assignments. They are used to supplement the other squads, usually in a particularly sensitive area on a short-term assignment ending with a solution to the problem or a decision that they can be better utilized elsewhere. These two squads have volunteered to alter their working hours whenever the need arises and have done so on numerous occasions.

Within each squad, certain officers will perform only back-up work. This is often due to physical appearance, it being obvious that a potential mugger will not prey upon a six-foot six-inch husky "derelict." A female officer is assigned to each squad for decoy purposes only. It is estimated that less than half of all unit members perform the role of decoy. It should further be noted that of the 254 unit members actively working in the field squads, approximately 40-60* of them will be in court every day. This is the result of the high level of arrest activity of the SCU.

Specific deployment tactics are determined by the nature of the crimes being combatted. For example, if a mugger has been preying upon nurses leaving a hospital and walking to the subway late at night, a female officer will decoy as a nurse, making repeated circuits from the hospital to the subway station until the mugger attempts to victimize her. Or, in the case of taxi robberies, the point of origin of trips in which acts were committed can be traced to determine a possible single point of origin, which then can be put under surveillance.

When a decoy operation is to be employed, each patrol team will have three members. If only plainclothes surveillance techniques are to be utilized, a patrol team will consist of only two members. In emergency situations, the SCU squads can be mobilized for uniformed assignment.

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* This figure includes both officers in court for trial and those there for arraignment purposes because of arrests effected the night before.

4.3 Patrol Preparations

The following guidelines are used by Street Crime Unit members to properly prepare themselves for their tour of duty:

- Prior to Turning Out:
  - The officer reviews the area of assignment.
    - If necessary, supervisors contact the administrative personnel in the precinct of assignment regarding latest criminal activity.
    - Precinct boundaries and adjacent precincts are studied. If the area of assignment is unfamiliar, a precinct map is used and the topography of the area explored. The officers decide on which locations in the area of assignment should be covered, the time of coverage, and the mode of dress to be utilized by assigned teams.
  - The necessary equipment is acquired.
    - Decoy equipment from the Supply Room is obtained and the make-up kit is used for blending and decoy purposes.
    - At least two walkie-talkies are assigned to the officers for use on patrol, with the batteries fully charged.
    - Supervisors verify that all necessary equipment is in the possession of individual officers, such as binoculars, headbands, flashlights, helmets, and weapons.
- Upon Turning Out:
  - The assigned vehicle is inspected thoroughly, checking such things as gas, oil and spare tire; attaching necessary equipment, as applicable, such as ski racks and stick-on signs.

- Patrol equipment (such as helmets, nightsticks, and identifying jackets) is carried in case it should be needed for mobilization, and is stored in the truck of the vehicle.

- Only that equipment which is needed for the assignment is carried.

- All necessary police papers, such as bridge passes, are available in the glove compartment.

- Each vehicle is given a thorough search to assure that no contraband has been deposited in it by civilians transported during the previous tour.

- Upon Reaching Area of Assignment:

  - Officers report to the assigned precinct:

    - --The Station House Officer is advised of the Team's presence in the precinct and intended areas of coverage.

    - --SCU personnel are apprised of the presence of civilian-clothed precinct personnel.

    - --Appropriate entry is made in the Station House Log by the superior in charge.

    - --The latest crime patterns are reviewed with precinct personnel.

    - --A walkie-talkie on the frequency covering the assigned area is picked up and

- Upon Assuming Patrol:

  - Cruising at radio motor patrol speeds is avoided; a relatively normal rate of speed is maintained and, if necessary for continued observation of suspicious persons or places, the car is parked and foot surveillance tactics used.

- A low volume is maintained on assigned walkie-talkies and they, as well as all police equipment, are kept out of the public's sight, under a newspaper or hat, for example.

- As a general rule, radio runs are not responded to; the inherent dangers are obvious. Only under exceptional conditions will Street Crime personnel respond, and then only if they are in the immediate area of the "run." If they are responding, the officers will advise the Communications Unit of their response, don their headbands*, display their shields, and carry their walkie-talkies in plain view. Weapons are not drawn unless imminent danger is clear. Street Crime personnel do not enter alleyways, hallways, or rooftops unless they are in the company of a uniformed officer.

- Officers are guided by the following identification procedures:

  --Headbands, when not in use, are readily available on the wrist or in a shirt pocket. If necessary to use the headbands, they are worn on the head and not on the upper arm. Headbands are not worn on a hat where the color may blend and not be seen; they are worn on the bare head.

  --Shields are carried so that they will be quickly accessible. They are located on the side opposite the officer's gun hand.

  --The police I.D. card is kept current. If an officer changes his appearance radically, he has a new photo taken for his I.D. card.

  --New members are using a new, three-part case worn around the neck with a break-away chain. When the snap is opened, the case opens downward displaying the officer's I.D. card, color of the day* on interchangeable, reflectorized tabs, and the shield.

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* The use of headbands and a color of the day are extensively discussed in Chapter 5.

COCKTAI
Bar Grill

4.4 Decoy Operations

The decoy tactic has never before, in the history of the New York City Police Department, been used to such an extent as is presently being done by the Street Crime Unit. Instituting a decoy tactic simply means disguising a police officer as a derelict, a deliveryman, a cab driver, a streetwalker, or the like, and assigning him or her to an area where there is a good chance that he or she may become the potential victim of a crime. Decoys, as well as backup officers, carry handguns.

Members are encouraged to use decoy and blending tactics in their apprehension efforts but are instructed to use only those tactics which would be considered constitutionally legal. In addition to these legislative restrictions, it is the policy of the Unit that members will not use tactics that could be construed as bordering on entrapment. The following tactics are not used:

- Assuming a prone position (more important than the issue of entrapment is the officer's vulnerability to serious injury in this position);
- Assuming the role of an intoxicated person;
- Flagrantly displaying U.S. currency, or other items of value, on the person of the decoy, for example a $10 bill sticking out of a shirt pocket.

It should be noted that the activities restricted are not inherently illegal procedures; these rules are instituted only for the officer's safety and to avoid allegations of entrapment which might hinder a successful prosecution.

Effective decoy operations involve more than assuming the role of an intended victim. Careful planning, adequate communication facilities, proper role playing and an efficient back-up team are also required. Every anti-crime officer knows that decoy operations, though potentially hazardous, are a most effective and rewarding method of apprehending the mugger and reducing incidence of this crime.

Several decisions are made before a decoy operation commences:

- What type of decoy should be used?
- Which officer in the team would most likely fit the role?
- How shall the back-up members dress to best blend into the area and remain close enough to the decoy for safety precautions?

The success of each operation depends, to a great deal, on the imagination and resourcefulness of the decoy team. If the decoy is an old man, then the decoy officer will adjust his physical characteristics to that of an old man--a slow walk, slightly stooped over, carrying a cane, etc. A criminal's ability to "spot a cop" is not underestimated; proper role playing is a most important aspect of a decoy operation.

After deciding upon the mode of dress for the decoy officer and his back-up team, the next step is to determine where in the assigned area the operation should be instituted. SCU officers consider the following factors in making a location decision:

- Where will the team have the advantage over the perpetrator?
- Where will the place of attack look advantageous to the perpetrator?
- Are suspects present in the area? This question is answered in the affirmative if suspects, among other things:
  - loiter in a specific area and are seemingly interested in certain types of people, such as the elderly or females;
  - act nervous or walk away when they see a radio car;
  - instead of carrying on what looks like a normal conversation, they make discreet comments to each other and separate.

If suspects appear to be looking for a victim, the decoy operation is instituted. Before the decoy is deployed, however, the following preliminary steps are taken:

- Each member of the team carefully observes and takes note of the suspect(s)' physical appearance and attire.
- Does suspect appear to be armed?--bulge under his coat, adjusting something inside his coat or at his waist. If it is felt that the suspect is armed, the decoy operation is not used. The suspect is kept under surveillance and, as circumstances warrant, is stopped and frisked.
- Other officers in the area are alerted if decoy operation commences.
- If the need for additional personnel is felt, an additional back-up team or teams are requested.
- Members of the back-up team know the planned route of the decoy.
- Each member of the team is assigned an identification number for communication purposes, for example, No. 1, the decoy; No. 2, the first back-up man; No. 3, the second back-up man.
- Each member is equipped with a portable radio. The decoy has an earplug attachment to allow constant communication without exposing the radio.
- The No. 2 man is assigned on foot within view of the decoy; the No. 3 man remains with the team's vehicle and avoids passing the decoy or suspects; he is kept apprised of the decoy's location by the No. 2 man.
- Each member, before assuming his position, has in his possession a flashlight, the appropriate color headband, and any blending accessories necessary for the operation, such as a shopping bag, a pizza box, or a tool box.

- Signals are worked out so that each member can communicate basic information (such as a change in direction of operation, or request to close in for the arrest) without using the portable radio.

- If the team's vehicle is left unattended for any reason, it is parked legally with no police paraphernalia exposed on the dashboard or seats.

- The route of the decoy allows for the direction of traffic, so that the officer assigned with the vehicle can close in when needed in a safe and swift manner.

- Finally, before the decoy operation begins, if necessary, a method to gain the suspect(s)' attention is decided upon.

The following is typical of a decoy operation utilized by the Street Crime Unit.

The decoy leaves a taxi within view of the suspects. While paying the "cab driver," he displays what appears to be a large wad of money (play money covered by real bills). For evidence purposes, all bills are initialled by the decoy. During the exchange, the "cab driver" informs the decoy of the suspect(s)' actions. The decoy then walks away in a pre-planned direction. The taxi drives off a few blocks, turns, and heads for a specific location, usually within a block of the decoy. The No. 2 back-up officer, pre-positioned on foot, has the decoy under observation. The decoy leads the suspects to a pre-planned location and provides them with the opportunity to make a "hit"--walks slower to let the suspects catch up, stops to "take a rest," pretends to be looking for building numbers, etc. It is at this point that the decoy is most vulnerable; the back-up members of the team are close by and ready to move at a moment's notice.

The mugger then makes his "hit." According to the SCU, muggers, depending upon their experience, the area, and the victim, use different tactics. Some, acting in pairs, increase their speed, catch up to the victim, and while one grabs the victim around the neck, the other rips the victim's pockets in search of valuables. Some walk past the victim a few paces, turn, and attack the victim from a frontal position. This enables the attacker to size up the victim and, if he sees something suspicious, gives him an opportunity to change his plans. Some casually approach the victim and engage him in conversation by asking directions, asking for a cigarette, etc. After sizing up the victim, they then, either by force or fear of force, "rip him off."

After the "hit," the arrest is effected. It must be remembered that a person cannot be arrested for what an officer thought he was going to do. The offense must be committed or attempted; thus, the decoy will wait until the crime is, at least, attempted before signalling his back-up officers to close in. The safety of the decoy is the primary factor; he does not resist. If, for example, the suspects attempt to grab the pocketbook, it is released. The back-up officers will then move in and make the arrest.

The van assigned to the Unit is frequently used in decoy operations. The back-up team secret themselves inside the van which is parked in close proximity to the decoy, who may be seated on a public bench or steps of a building. The van is parked in such a way as to allow the back-up team to exit quickly. When the decoy has been "hit," the team exits from the van from both the side and rear doors in order to "box" the perpetrator(s) in.

Taxicabs, in addition to the example already given, are used in many decoy operations. One tactic used is to leave the "cab-driver" alone in the taxi, parked at a suitable location, supposedly filling out his trip card. Back-ups are parked nearby in the van or hidden in a doorway.

At Squad "rap" sessions, decoy operations are discussed and critiqued to determine what factors made the operation successful or unsuccessful and how the operation could be improved.

The number of decoy tactics is limitless. The success of each operation depends on the imagination, planning, resourcefulness, initiative, and perseverance of each member of the decoy team.

4.5 Plainclothes Surveillance

Anti-crime patrol requires officers who are highly skilled in the art of observing suspicious or out-of-the-ordinary circumstances. Surveillance tactics are instituted once observations of this sort are made, and depending upon the circumstances, may last anywhere from a few minutes to several hours.

Unlike investigative surveillance where the identity of the subject, his residence, and the area are known, and surveillance plans can be made in advance, anti-crime surveillance is spontaneous and requires an immediate reaction with a minimum of pre-planning.

The techniques and principles discussed in this section serve as a guide in various surveillance situations. They are not all-inclusive. There is no limit to the types and variations of tactics that individual initiative can provide. Success depends on the overall ability and determination of the officer. A thorough knowledge of surveillance techniques coupled with a vivid imagination, resourcefulness, and patience, will increase his chance of success. Therefore, each officer is trained in surveillance techniques so that proper action is taken and a successful conclusion reached when utilizing these tactics.

The Street Crime Unit vehicular fleet includes brightly colored sedans, taxicabs, and vans. In addition, bicycles and motorcycles are available for use in special areas but are limited by weather conditions. To avoid recognition while performing anti-crime patrol, the following procedures are used by Street Crime Unit officers:

- Vans and panel trucks are not used for patrol surveillance.
- Travel is at a rate of speed consistent with vehicular traffic in the area. Radio motor patrol (cruising at 5 to 10 m.p.h.) is avoided.

- All traffic laws are obeyed unless it is absolutely necessary to maintain contact with a suspect.

- "Panic" stops or other sudden movements of the vehicle are avoided because they might attract the attention of suspects being followed or observed, thus alerting them to the officer's presence.

The following guidelines are observed when following a suspected auto:

- A thorough description of the vehicle and occupants is written down.

- The subject car is kept within one block's distance; if possible, an "innocent" car is kept between tail and subject car.

- At night, headlights are alternated between bright, dim, and fog lights, but not while in range of subject's rear view mirror. Changes are made after subject has turned a corner, and before the tailing vehicle has made the turn.

- The portable radio is held below the dashboard while transmitting. If three men are assigned to the car, the man in the rear handles all communication.

- If the surveillance proceeds out of the assigned area, the base is notifed of the officer's location and direction of travel and gives a description of the vehicle and occupants.

The following guidelines are used when conducting surveillance from a parked vehicle:

- Surveillance is not maintained in the same location for extended periods of time.

- In winter months, the ignition is turned off. Cold weather makes the exhaust fumes more visible and may attract the suspect's attention to the vehicle.

- Caution is taken while lighting cigars, cigarettes, etc., at night. A suspect's suspicions may be aroused.
- The driver's seat is kept vacant. Observations are made from the front passenger or rear seat and while keeping low. The rear view mirror is adjusted to permit discreet observation.
- The vehicle is parked between other vehicles, rather than in an isolated position.
- Care is taken not to inadvertently step on the brake pedal and alert suspects located to the rear of the vehicle to the surveillant's presence.
- The walkie-talkie is kept on low volume.
- If the suspect(s) should suddently start to move or change direction and approach the vehicle, a "cover" is prepared, for example, necking with a female police officer. No police paraphernalia is visible, such as portable radios, binoculars, police vehicle identification cards. The car radio is turned on to drown out any transmission made on the portable.
- If necessary to move to another location, traffic is used to best advantage. A passing bus or truck is used to travel behind while moving to a new surveillance location.
- There is no specific rule followed as to the distance to be maintained between the suspect and the surveillants. Distance depends upon several factors, including number of persons on the street, time of day or night, type of area and number of suspects. The distance is shortened in crowded situations and in areas of heavy traffic and lengthened in sparsely occupied areas.
- A small mirror is available, permitting discreet observations to be made with less chance of exposure.

- If, after an extended period, the suspects do not make a move, and there is a chance that the suspects may "make" the team if it remains in the area, another team is called if the suspects warrant continued observation. As thorough a description of the suspects as is possible is given and the area is left on approach of the replacement team.

Special procedures, associated with the type of vehicle being utilized for surveillance purposes, are followed.

The following guidelines control SCU activity when a van or panel truck is used for surveillance purposes:

- Vans or panel trucks are not intended for routine patrol. Their use is limited to decoy operations and fixed surveillance tactics.
- Vans are equipped with curtains that cover all the side and rear compartment windows. Another curtain is placed just behind the driver's seat, from side to side. With the interior of the van furnished in this manner, one officer operates the vehicle, parks it at the surveillance location, locks it up, and walks away from what appears to be an unoccupied vehicle.
- By leaving the opening of about one-half inch between the curtain and the bottom of the window, the officers inside the van are able to observe all directions in an excellent manner with a minimal chance of being observed.

The following guidelines are followed when a taxicab is used for surveillance purposes:

- Taxicabs are used on a limited basis for surveillance purposes. They are most effective when used in connnection with decoy operations and are an excellent medium for moving in on the subject of an arrest.
- Taxicabs are assigned to areas of the City where they are most commonly seen in operation, thus blending in easily.

- While on patrol, as in normal taxi operations, the driver is the only one sitting in the front seat. The other members of the team are seated in the rear of the cab, as would normal passengers.

- All police gear is hidden. The operator of the car simulates being an actual cab driver by having in his possession a coin changer, as well as a trip card, on the front seat of the vehicle.

- During a decoy or surveillance operation, when the cab is unoccupied, the off-duty light is kept on and the doors locked. This minimizes the possibility of a confrontation with a citizen looking for a taxi.

- When a decoy, or officer conducting foot surveillance, leaves the taxi in view of a suspect, the motion of paying the fare by the passenger, and the making of an entry on the trip card by the driver, are acted out.

Unit members observe the following procedures when conducting foot surveillance:

- Upon leaving the auto, a check is made for the necessary equipment, such as headband, radio, etc.; the officer leaves the car out of sight of the subject.

- Under normal surveillance conditions, the officers avoid wearing conspicuous or flashy clothing.

- A check is made to assure that gun, handcuffs, etc., are secured and not noticeable.

- A walkie-talkie is kept on low volume if an earplug is not being used.

- Props, such as toolbox or pizza carton, are used. A parcel that appears heavy is used as a pretext to stop and rest.

- An umbrella and/or raincoat are available for inclement weather.

- Blending in is a must. There is always a reason for being there. Standing under a street light staring at the subject(s) is avoided.

- Playing the role is important. The personality of the role the officer assumes is properly portrayed. If the role is a disabled person, crutches or a cane are used and a limp is affected. The makeup kit is effectively used.

- Telephone booths, darkened doorways, bus stops, and empty lots are used as observation points.

- Coins are available for the use of a telephone.

- Eye contact with the subject(s) and frozen face side glances are avoided. When looking in the subject's direction, the officer looks beyond him to another object. All movements appear natural.

- Communication is maintained with other members of the team. A secluded area is used to transmit the officer's present position and direction. This is especially important to the third member of the team following in the auto during night surveillance in heavy traffic.

- Under certain lighting conditions, use is made of store glass reflections to keep the subject(s) under observation; the officer pretends to be window-shopping.

- The subject(s) may attempt to ascertain if the officer is, in fact, a police officer. For example, he may suddenly call out, "Hey, Officer!" or for no apparent reason start to run around a corner. Overreaction is avoided. If reactions are calm, the subject continues his plans and the surveillance is continued.

- Surveillants are rotated. The lead surveillant drops back and is replaced by the second man if he feels he is arousing suspicions. Under crowded street conditions, the lead officer can maintain surveillance longer than in a less congested area.

- When turning corners, an officer takes them as wide as possible to avoid a possible face-to-face confrontation with the subject.

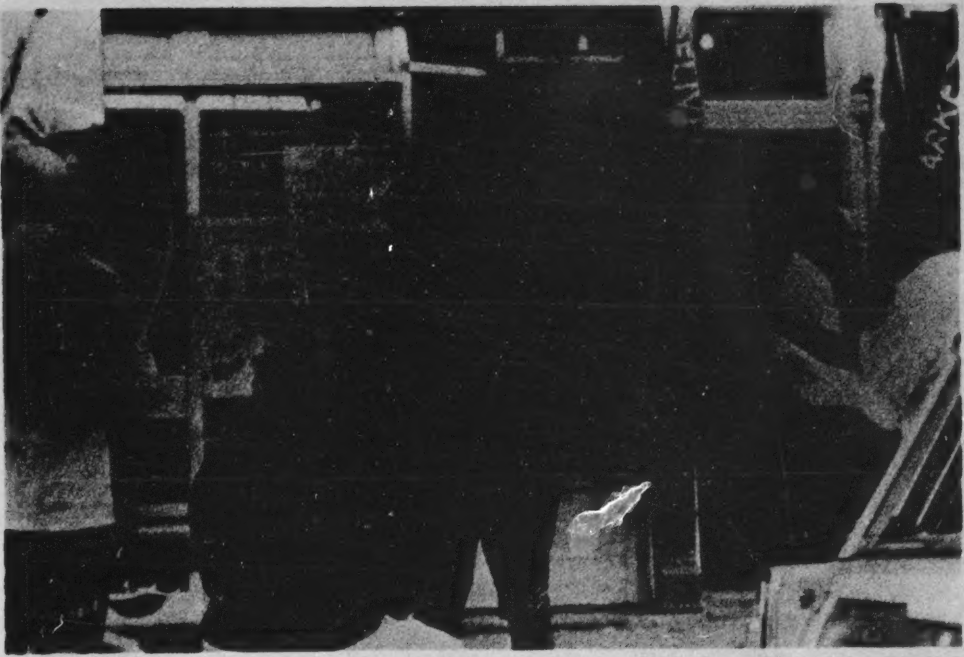
- If a female officer is assigned to the team, she walks with the lead officer to simulate a husband and wife shopping, or a similar ploy is used.

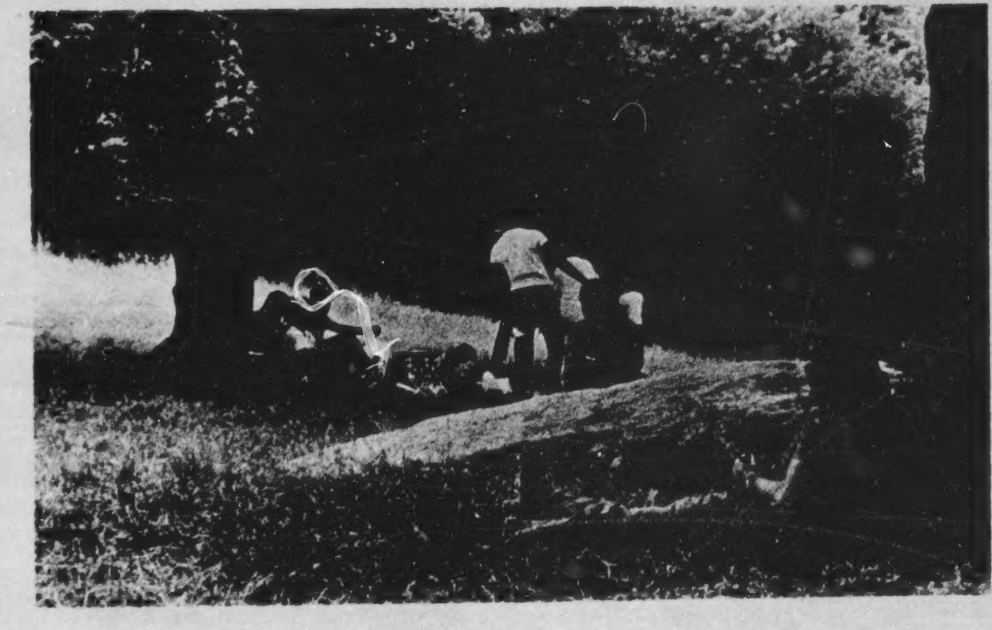
- The officer always knows where he is. As surveillance continues, the officer keeps track of the streets he enters and the nearest cross street. It may be necessary to take action in a mid-block area and he may require immediate assistance. Obviously, if an exact location cannot be given, assistance will be delayed.

- If suspicions appear founded and the commission of a crime appears imminent, an officer does not hesitate to call another back-up team for assistance. Any doubt is resolved in the officer's favor.

It must be remembered that each of these surveillance guidelines has its variations. Their effectiveness is proportionate to the efforts applied by individual officers. If one member of a team fails to carry out his assignment properly, the time and effort of his fellow officers may come to naught.

Experience has taught that there is a tendency among inexperienced surveillants to become easily convinced that they have been "made" by the suspect. Rarely is there a sound basis for this belief; it arises merely from the inexperienced officer's self-consciousness. The suspect will "make" the officer only if his tactics are so poor as to make it obvious that he is not what he is purporting to be.





Courtesy of The News, New York's Picture Newspaper

If the surveillance operation fails due to poor tactics, not only has the investment of time by the involved officers been wasted, but the subject of the surveillance has been alerted and will become more devious in future attempts to break the law.

4.6 Policy Implications

Policy issues that a police administrator must be concerned with in the area of deployment and tactics include the following:

- establishment of operational guidelines
- crime analysis procedures and targeted crimes
- deployment strategies
- street tactics.

Underlying all aspects of a street crime unit's operations is the absolute necessity for the establishment and communication of operational guidelines. These should be painstakingly prepared and clearly communicated to all unit personnel. They should set forth unit policy in detail and be drawn up with an emphasis on safety.

Adherence to operational guidelines by unit officers should prevent unnecessary injury and result in high quality arrests.

Crime analysis methods must be sophisticated enough to provide the necessary information for effective deployment of a street crime unit. Statistics should be broken down by targeted crimes, by precincts and other distinct geographical areas of a city. Information provided to the unit should include occurence of crime, place of crime, type of crime, time of crime, description of perpetrator(s), and modus operandi. Whether such analysis is performed manually or by computer or by a combination of the two must be determined with reference to the available resources of the department. An excellent source in developing a working crime analysis unit is the *Police Crime Analysis Unit Handbook* published by the National Institute of Law Enforcement and Criminal Justice of the LEAA. Attention must also be paid, as noted earlier, to the placement of such a crime analysis unit within the police structure so as to maximize its effectiveness to all units.

The decision as to which crimes to target is a critical policy consideration. One criticism which has been launched at the New York project is that it is a single crime program, attacking primarily grand larceny from the person. Theoretically, a street crime unit may target any crime. But to be effective it should clearly define what crimes are to be targeted and direct training and tactics towards combatting those crimes. Paramount importance should be given to violent street crimes such as rape and robbery. Arrest statistics, it should be noted, may not reflect accurately the targeted crimes. If the commission of a robbery is interrupted prior to the use of force, only an attempt or a lesser included offense may be charged.

The resolution of issues involved in the deployment of officers hinges upon the size of the unit's force and the length of time necessary for a unit team to impact on street crime in a given area. Continuing evaluation efforts are critically necessary for improving and altering deployment practices. The determination of officer/vehicle ratio, number of foot patrols or car patrols, and other deployment decisions demand a constant re-evaluation of strategy effectiveness.

The preceding sections on SCU patrol preparations, decoy operations, and plainclothes surveillance methods provide a good basis for resolving policy questions in these areas. The general concerns of the police administrator should include:

- Establishment of guidelines and procedures for street tactics;
- Communication of these guidelines and procedures to all unit personnel; and
- Coordination of efforts among all departmental units involved.

Team members must be thoroughly familiar with what to do and how to do it, if they are to take action swiftly and effectively.

One extremely important factor, for example, which has kept SCU injuries at a low level has been the establishment and effective communication of, and adherence to, the guideline which states that decoys should not resist when victimized. Back-up teams will be prepared to move in and make the arrest.

CHAPTER FIVE
CONFRONTATION AND ARREST

In an effort to fulfill their objective of effecting high quality arrests while maintaining a low injury rate, the SCU has promulgated the guidelines which appear in this chapter. These operational procedures and policies, like the ones in the preceding chapter, have been carefully prepared and effectively communicated to all unit members. The identification and confrontation guidelines presented in Section 5.1 are designed to prevent injuries arising from mistaken identities among plainclothes officers and are applicable to all street situations. To ensure that all officers remain well within the law while still protecting themselves and the general citizenry, stop and frisk procedures and arrest procedures were developed and are discussed in Sections 5.2 and 5.3, respectively.

5.1 Identification–Confrontation Procedures

In early 1972, as the men of the Street Crime Unit began to function in the field, one single problem, of overriding concern, became apparent--the need to quickly identify civilian garbed police officers at the scene of radio runs or other police situations. It became imperative that steps be taken to ensure the personal safety of members assigned to anti-crime patrol.

After studying several possible methods, Unit personnel were issued brightly colored headbands which would identify them as police officers to other members of the Department. On April 3, 1972, this method was extended to include all members of the patrol service engaged in civilian-clothed anti-crime activity.

Although the system is not foolproof and the possibility for compromise by the criminal element exists, the method does have a number of distinct advantages:

- their bright colors make them highly visible;
- they are easy to carry;
- their minimal cost permits the use of a number of colors (5) so that the identification color can be changed on a daily basis.

To date, the headbands have been found to be highly effective.

Nevertheless, at the present time, there still exists all the inherent dangers of mistaken identity among the various plainclothes, field personnel operating throughout the city. The increase in Street Crime Unit personnel, in precinct anti-crime patrols, and in responsiveness of uniform and off-duty police officers, all contribute to the possibility of confrontation situations.

Serious injury or fatality may well be the result of an improperly handled confrontation situation. In an attempt to minimize the dangers inherent in these situations, the Street Crime Unit has an ongoing program that encompasses the following:

- Unit and Roll Call Training Programs emphasize the proper techniques to be utilized in confrontation situations.
- Colored headbands are donned by all members of the Unit anytime they take positive police action. The overhead command of the Street Crime Unit, the Anti-Crime Section, coordinates their use and the daily change in color on a city-wide basis. A teletype message is dispatched to all commands three times daily announcing the "color of the day."
- The Commanding Officer of the Street Crime Unit communicates with the commanding officers of involved precincts prior to the assignment of Street Crime Unit personnel to their areas. This communication is

maintained throughout the assignment of members to the precinct. Aside from facilitating the exchange of criminal information and the methods to combat current crime trends in the involved precinct, this communication alerts the command to the fact that Street Crime Unit personnel are performing within their area.

- All Street Crime Unit Squad Commanders are personally responsible for alerting the superiors of local police units that Street Crime personnel are assigned in the area. This is accomplished by personally meeting and conferring with such police representatives upon initial assignment and periodically, throughout the period of assignment. Squad Commanders also confer with the appropriate members of the Transit or Housing Authority police, when working within or near areas under their jurisdiction.

- Rules and procedures have been promulgated for members of the Unit responding to the scene of a police radio run. Mainly, the radio dispatcher is notified of the response and the description of the responding vehicle, for transmission to local police officers. Headbands are donned by Street Crime personnel while approaching the scene.

- After an experimental period lasting several months, a three-part, leather, shield case was found very effective under certain circumstances. The case can be carried in the pocket or worn around the neck on a break-away chain. At the scene of an incident, it may easily be snapped open and in descending vertical order displays the officer's I.D. Card, a 2" X 3" color card denoting the color of the day, and the officer's shield. It has the advantage of freeing the hand the officer would normally use to display his shield and allows him to carry, instead, a flashlight or other instrument, as needed. The case can be easily spun to the rear if an occasion arises that necessitates the officer to so identify himself. Although not mandatory, members of the Unit are encouraged to carry and use the case.

- The Street Crime Unit is currently testing an all-weather blue jacket with the words "Police Department--Anti-

Crime" written across the back in bright gold lettering. It is intended that these jackets will eventually be worn by all anti-crime personnel at the scene of a possible confrontation. They can also be utilized in mobilization situations demanding swift response of identifiable police manpower.

In addition to the emergency of anti-crime personnel, a sudden upsurge in attacks on police officers has created a tense atmosphere among police officers in the street. As a result, confrontations do not limit themselves to uniform/civilian clothes situations. They could involve off-duty as well as on-duty members in civilian clothes. Some typical confrontation situations are the following:

- civilian clothed officers in adjoining commands responding to an incident;
- two off-duty officers becoming involved at the scene of a crime;
- encountering an outside agency member at an incident.

Officers in civilian clothes, whether being challenged or doing the challenging, have their particular responsibilities:

- The officer being challenged has the primary responsibility for a safe response;
- The challenging officer has the responsibility to use sound tactics and judgment in his approach to such a situation.

According to SCU procedures, an officer in civilian clothes, whether on or off duty, who is *challenged by* another officer, acts in the following manner:

- The officer does not move. He remains motionless and reacts instinctively to the command, "Police, don't move," even if it means losing a fleeing suspect.

- All directions given by the challenging officer are obeyed regardless of whether or not he is in uniform.

- A dialogue is established with the challenging officer, using words and phrases commonly used by police personnel.

- The police shield is carried in the non-shooting hand pocket. This simplifies producing the shield and eliminates unnecessary movement of the revolver if it is being carried.

- The officer does not initiate any movements of his own. If in doubt as to the challenging officer's directions, he asks him to repeat them.

- The officer does not argue. If he feels that the other officer is overzealous in his challenge, he takes the matter up with his immediate superior when the crisis has passed.

The challenging officer has the advantage over the person being challenged. He knows what he is about to do and plans accordingly. The person challenged, however, is caught by surprise and may not be fully aware of the gravity of the situation. It is an extremely crucial moment for both parties and poor judgment by either, or both, could result in needless tragedy. Unit members are cautioned that merely wearing a headband or displaying a shield, may be insufficient identification in the excitement generated at a confrontation scene.

An officer in civilian clothes who is *challenging* an unidentified person in civilian clothes acts as follows:

- The proper headband is donned. It is worn on the head. Wearing it on the arm leaves it visible to only one side. Wearing it around a hat is avoided because it may look like part of the hat or the colors may blend and reduce the headband's visibility.

- The officer uses the portable radio. If time and circumstances permit, he advises the base and brings the radio with him.

- His shield is clearly visible.

- The officer takes cover. He does so to the rear of the person being challenged, not to the side. This is one of the most important preliminary steps in a confrontation situation. A challenge from the rear allows more time to judge the subject's reactions and gives one the tactical advantage. A challenge from the side reduces the response time and is not as advantageous as from the rear. The officer keeps in mind that the challenged person may be a police officer. Extreme caution is used in judging his response to commands. He may be taken off guard, momentarily, and may inadvertently start to turn. The officer uses any cover available such as an automobile, a lamppost, a mail box, or a garbage can. Any object, regardless of its size or solidity, is a form of protection even though it may have no protective value other than concealment.

- In a loud voice, the officer identifies himself as follows: "Police, don't move!"; or if appropriate: "Policia, No se mueva!" Slang or ambiguous expressions such as "Freeze," "Hold it!" are avoided.

- The subject's appearance does not affect his actions. There are no stereotyped criminals or police officers. Whether he "looks" like a police officer or a criminal is irrelevant. Looks can be deceiving and are not used as a basis for action. The presence or absence of a headband does not necessarily indicate that a person is or is not a police officer. Each incident is approached with sound tactics and good judgment.

- The officer is not influenced by the style or color of the person's firearm--plated, automatic, etc. The person challenged may be an officer from an outside law enforcement agency where such weapons are authorized.

- If the individual claims he is a police officer, the challenging officer requests him to produce his shield in a controlled manner. If necessary, his identification card is requested in the same manner.

- All instructions are given in a loud voice using distinct wording.

- If any doubt exists as to the officer's identity, the challenging officer calls for the patrol supervisor immediately.

- The officer does not relax his guard until he is completely satisfied as to the subject's identity.

Officers assigned to anti-crime patrol are constantly prepared for a challenge situation and their reaction is immediate.

In order to minimize confrontation situations, members assigned to anti-crime patrol are guided by the following precautions and techniques:

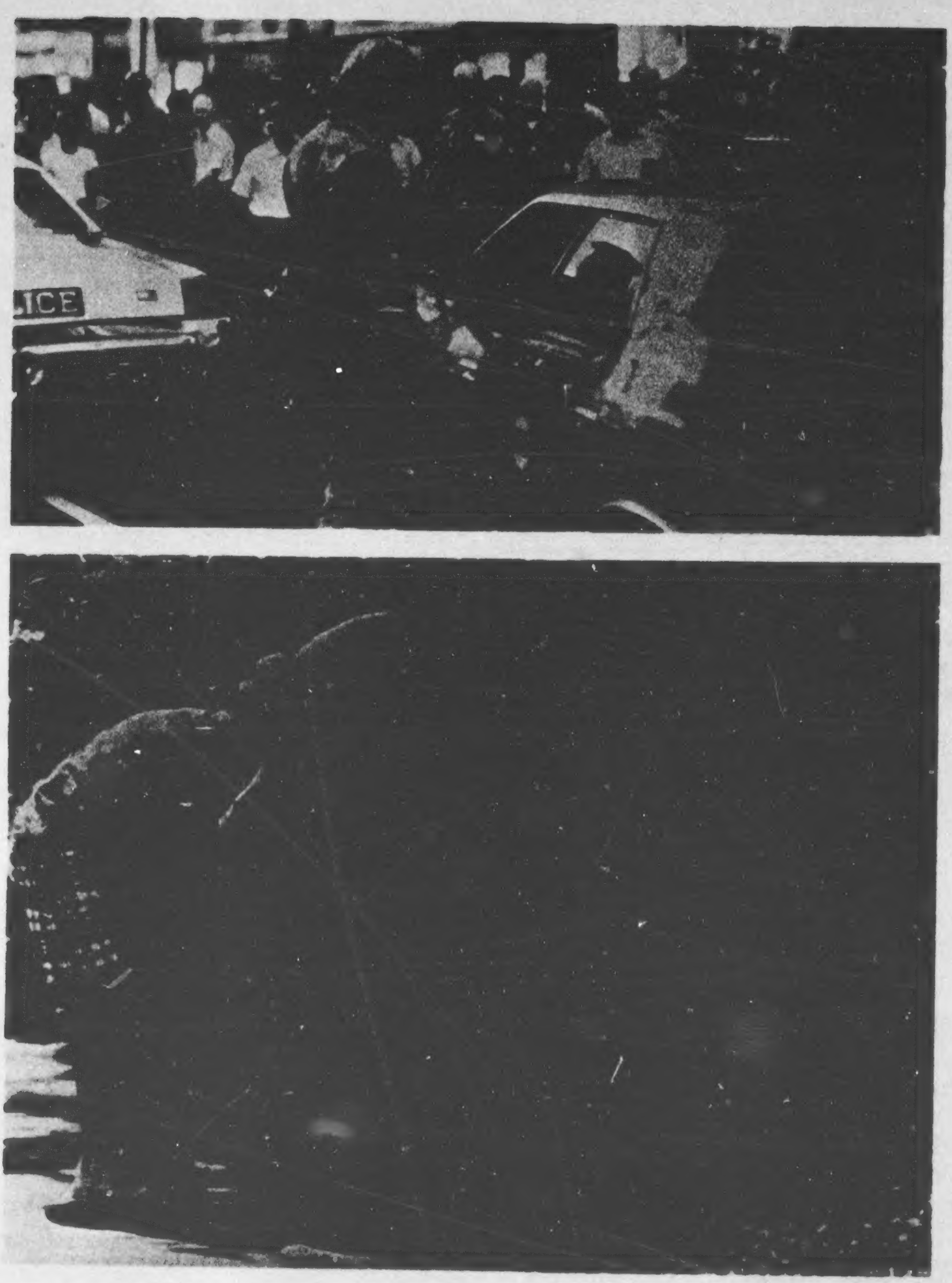
- Officers utilize the radio. If involved in a foot chase, the Communications Unit dispatcher is advised to alert precinct personnel of the descriptions of both the suspect(s) and the officers involved. When responding to a radio run, the Communications Unit is always advised.

- Headbands are used in responding to, or taking action at, the scene of every incident.

- Officers do not enter alleyways, hallways, or rooftops at radio run locations. They remain on the street in front of the location until uniformed members respond.

- If a building is to be searched for a suspect, the search is conducted by uniformed personnel. If anti-crime personnel are requested to assist, they are assigned one-on-one with a uniformed officer. The uniformed superior on the scene makes this determination.

- Warning shots are not fired under any circumstances. The inherent danger of someone being hit by a stray bullet dictates against the use of warning shots either as a deterrent or as a means of effecting an arrest. In addition, the firing of warning shots may have a contagious effect on the actions of other police officers involved in the incident, especially if they didn't see who fired the shot or why. The ensuing confusion



Photograph by the New York Times

could result in the needless shooting of an innocent bystander, an unarmed individual, or a brother officer in civilian clothes who may have responded to give assistance.

When reviewing these guidelines officers become equally familiar with either role--the person he challenges may be a police officer; the person challenged may be him.

In conclusion, an officer always takes cover before challenging another person. Cover provides control over the impending confrontation situation, and offers the officer protection of his own life.

5.2 Stop and Frisk Procedures

The Street Crime Unit's mission places unit members in frequent contact with people on the streets of the city. This requires them to be especially well versed in the proper procedures for stopping, questioning and frisking suspicious individuals. To prepare the officers for such activity the SCU has developed guidelines for them, drawn in conformity with the New York Penal Law.

The 4th Amendment to the Constitution provides for the right of all people to be secure in their persons, papers, houses, and effects, and to be free from unreasonable searches and seizures. This Amendment is applied to state police officers by application of the 14th Amendment. The Constitution does not prohibit all searches of persons, only unreasonable ones.

The courts usually require that, whenever practicable, the police must obtain advance judicial approval of searches and seizures. However, there are certain exceptions to this rule:

- Where a police officer has the consent of the person to be searched, and that consent has been given freely and intelligently;

- When the search is incidental to a lawful arrest and falls within the search and seizure guidelines set forth in the criminal procedure law.

Thus, there evolves a simple rule of law. Either the police officer arrests the person prior to searching him, or has a search warrant, or has the consent of the person to be searched--or no search is permitted.

The police officer, however, is often faced with a situation where he does not have probable cause to make an arrest, where the circumstances do not permit him to get a search warrant, and where the suspect will not voluntarily consent to a search.

To help the police officer do his job, Section 140.50 of the Criminal Procedure Law was passed by the Legislature. This Section permits a police officer to temporarily stop and question suspects. It also permits a search (frisk) under proper circumstances.

In essence, Section 140.50, C.P.L. provides that--A police officer may stop any person in a public place, located within the officer's geographic area of employment, whom he reasonably suspects is committing, or is about to commit, a felony or misdemeanor listed in the Penal Law. The officer may demand of this person his name, his address, and an explanation of his actions. When an officer has so stopped a person and reasonably suspects that he is in danger of life or limb, he may search the person for deadly weapons, or any instrument, article, or substance, readily capable of causing serious physical injury, and of a sort not ordinarily carried in public places by law-abiding persons.

The theme that runs throughout this section of the penal code is REASONABLENESS. If a stop and frisk results in the arrest of a suspect, an officer's on-the-street actions become critical at trial. If one has acted reasonably, the evidence which has been gathered will be admitted; however, if one failed to act reasonably, such evidence will be excluded, regardless of the apparent guilt of the defendant. The guidelines followed when utilizing the stop and frisk procedure are presented in the appendix to this manual.

Prisoners arrested by members of outside commands are not, normally, searched by members of the Street Crime Unit. If extenuating circumstances warrant the search, such as the need for a female officer to search a female suspect, the following guidelines are followed:

- The request for such a search is made by the arresting officer or his superior.
- The arresting officer's name is given to the searching officer.
- A Street Crime Unit superior is conferred with.
- If the superior feels the search is legal and necessary, the search is conducted.
- If the case goes to trial, it may be necessary for the searching officer to testify on matters produced by the search.

In making searches incidental to arrests, the initial arrest must be able to stand without the search, but the search cannot stand without the arrest.

A Stop and Frisk form is prepared each time an officer stops a person and the stopping is accomplished by the use of force or the person stopped is either frisked or searched. The unit member immediately informs the station house in the precinct of occurrence of the facts and submits the Stop and Frisk form.

5.3 Arrest Procedures

In order to provide for uniformity, increase accountability, and limit variations in the application of enforcement procedures, it was necessary for the Street Crime Unit to promulgate the following arrest policy, including guidelines to be adhered to in arrest or potential arrest situations, for all members of the Unit.

It is again stressed that the function of the Street Crime Unit is the reduction of violent street crime and the apprehension of those criminals committing these crimes. It is recognized that, on occasion, arrests will be effected for other crimes. These arrests, however, take place only as an indirect result of attempting to make a street crime type of arrest. A good example would be discovering that the bulge under a suspect's jacket is really narcotics instead of a gun. Every means available other than arrest is utilized to resolve minor offenses committed in the presence of members of the Unit, such as the preparation of an Intelligence Report or the referral of a complainant to court. All available field personnel time is devoted to the prevention of serious street crime.

SCU members are advised to remember that a person cannot be arrested for what the officer thought he was going to do. An offense must be committed or attempted before an arrest can be effected.

When involved in an arrest or potential arrest situation, members, if appropriate, don the proper colored headband.

Members of the Street Crime Unit do not initiate investigations of public morals or narcotics-related offenses. Arrests for these offenses are made only as the outgrowth of another arrest or investigation. Information received relating to these offenses is reported on an Intelligence Report.

Normally, members do not respond on radio runs. An exception to this rule occurs on calls of a serious nature when patrol units are in the immediate vicinity of the subject location. Every means of assistance is given to the precinct units responding to the call. Under no circumstances do members record themselves as arresting officers when arrests have been effected by members of the uniformed service or another Department Unit.

The policy of the Street Crime Unit with respect to the use of deadly physical force is more restrictive than that allowed by the Penal Law. In attempting to capture a fleeing felon, deadly physical force (the use of a firearm) is not used unless it is necessary to defend oneself or another from what is reasonably believed to be the use, or imminent use, of deadly physical force by the felon.

Splitting of arrests among members of the Unit in cases arising from the same incident is not done under normal conditions. However, the responding superior may authorize this splitting under justifiable circumstances, such as when defendants are to appear in different courts, or serious cases in which deadly physical force was used against the officers separately. The fact that arrests were split, and the reason why, is included in the supervisor's arrest recap report submitted to the Street Crime Unit Commanding Officer.

Immediately upon the arrest of a suspect, the arresting officer searches the prisoner and gives him the Miranda warnings.

The legal requirements for a valid juvenile arrest are the same as those for an adult. In addition, the child's parent or guardian is immediately notifed of the fact that he has been taken into custody. Also, if the arresting officer determines that it is necessary to question the child, the juvenile is taken to a specific room in the precinct station house that has been designated for this purpose by the Appellate Division of the First and Second Departments. However, the child is not questioned relative to a crime unless both he and his guardian or parent voluntarily, knowingly, and intelligently waive his Miranda rights.

The arresting officer is responsible for the thorough and accurate vouchering of all evidence obtained as a result of an arrest. At no time is evidence left unguarded; continuity is always maintained. The officer identifies all pieces of evidence by marking his initials and the date on them. Generally, no investigative work is performed by unit members, although within two hours of an arrest some limited amount of investigating is permitted when necessary.

A supervisor responds to the scene of every arrest situation, if practical. If not practical, he responds to the station house of the precinct of occurrence to supervise and assist the arresting officer in processing the arrest. He makes sure that the prisoner is correctly charged and ascertains that all aspects of the arrest processing are being complied with, such as the search of the prisoner, the vouchering of property, and proper notifications. He interviews complainants, and, where legally permissible, assists in the questioning of prisoners. At the expiration of his tour, the responding superior submits an arrest recap report for each arrest recorded by his subordinates during the tour of duty. Superior officers performing day duty respond to criminal courts at irregular intervals to assist and observe unit members in attendance.

All field supervisors are responsible for continually inspecting and reviewing the arrest records and court affidavits submitted by their subordinates. These records are verified for accuracy. Supervisors document these inspections by initialling the appropriate record. Reports of these inspections and court visits are submitted to the Commanding Officer on a monthly basis.

5.4 Policy Implications

A police administrator must be concerned primarily with the establishment of, communication of, and adherence to, operational guidelines in the general area of confrontation and arrest. Specifically, he must carefully develop:

- identification-confrontation procedures
- stop and frisk procedures
- arrest procedures.

Moreover, he must make sure that all unit officers are thoroughly familiar with such procedures. Finally, he must design methods for ensuring that all guidelines are adhered to by unit members while on active street duty. SCU training and supervisory practices should be considered in developing methods to achieve these ends.

The preceding sections presenting SCU guidelines on the above areas provide a good basis for resolving issues relating to the development of specific policies and procedures. It must be emphasized that stop and frisk procedures and arrest procedures must be drawn up in conformity with applicable state law. All such guidelines should set forth unit policy in detail and place a heavy emphasis on the safety of citizens and police officers.

CHAPTER SIX
FACILITIES AND EQUIPMENT

6.1 . Headquarters of the New York SCU

The establishment of a headquarters for the Street Crime Unit presented several problems arising from its logistical and operational needs. The unique and unorthodox tactics developed in anti-street crime operations demanded training space greater than the conventional classroom. The substantial number of personnel required facilities for lockers, equipment, parking, and vehicle maintenance as well as administrative office space. Another factor which had to be taken into consideration was that deployment strategies concentrated most of the Unit's officers at the headquarters during the peak evening traffic hour.

The site initially chosen for a headquarters was the World's Fair Press Building located in Flushing Meadow Park, Queens. This site was shared with other commands within the Police Department. As the SCU increased in size, it became evident that another location was needed.

In January 1972, the Unit moved to its present location on Randall's Island, taking over the building which had once housed the Harbor Precinct personnel. Randall's Island is located in the East River and is connected to the boroughs of Manhattan, Bronx and Queens by the Triborough Bridge. Parkways and major traffic routes facilitate

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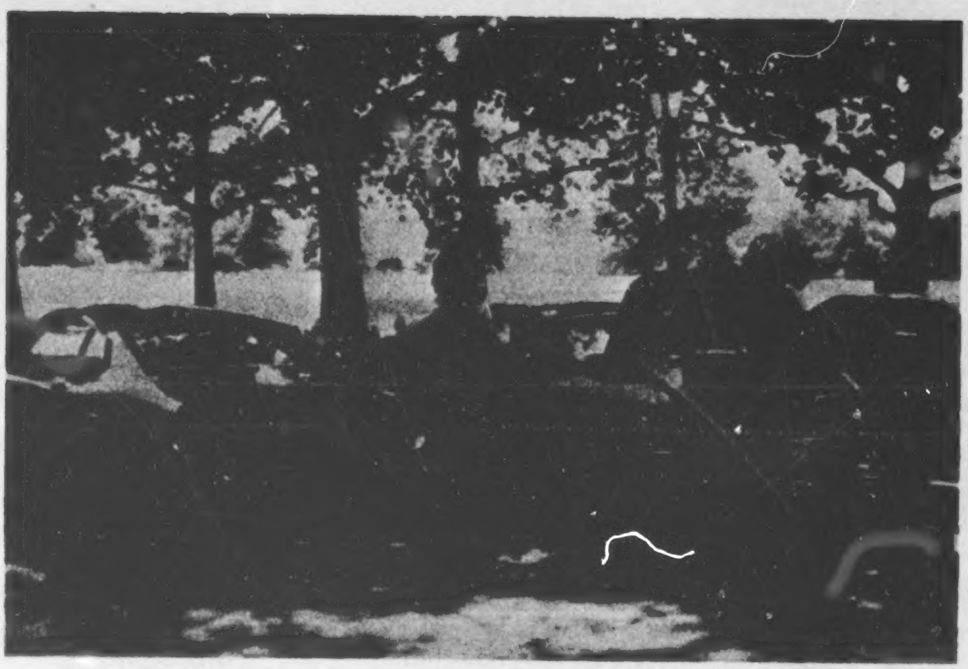
* Material presented in Sections 6.1, 6.2 and 6.3 of this chapter has been excerpted and edited from the Management Organization Brochure of the New York City Street Crime Unit.



travel to New York City's remaining Boroughs of Brooklyn and Staten Island. The location provides ample parking space for the Unit's fleet of unmarked vehicles and the personal automobiles of the officers. Helicopter travel to and from Randall's Island is easily accomplished.

The headquarters building also serves as quarters for the Anti-Crime Section, the parent command of the Street Crime Unit. This direct contact facilitates communication between the commands, aiding in planning, training,and general administrative operations.

The building provides space for the clerical personnel of both commands as well as separate offices for the two commanding officers. Locker room facilities exist for unit members and the individual squad rooms provided help foster the team concept. The main section of the building is sufficiently spacious for the mustering of squads prior to their tour of duty. A large room, capable of seating forty people, is used for classroom training and conference purposes. Special equipment such as cameras and binoculars are safely secured in a locked, metal mesh cage.

The headquarters building or base, as it is more commonly known, is the communications center for the Unit's field operations. Federal funds have provided the SCU with its own UHF radio network. Continuous contact is maintained between the base and field personnel.

Some vehicle maintenance is performed at the base. A small crew assigned to this function make minor repairs on unit vehicles and oversee maintenance scheduling for the entire vehicle fleet. This service reduces the time a vehicle is unavailable for use, enables field personnel to devote full time to street crime operations, and eases the workload at the Department's central repair shop. In addition, maintenance crew members supply the vehicles with gas and oil. This relieves field personnel of the sometimes time-consuming task of obtaining these necessities at various police commands throughout the city. Vehicle security is aided by the close proximity of parking facilities to the headquarters building.

The open fields and cement paths found on Randall's Island provide an excellent environment for training street crime unit personnel in such operational tactics as surveillance, auto stops, and confrontations.

6.2 Equipment* of the New York SCU

The equipment needs of the street crime unit are especially important because of the unit's unique field operations. The creation of new police commands will always require lockers, office furniture, typewriters, clerical supplies, and other ordinary materials. But street crime needs, unlike those of conventional units, require special equipment.

Perhaps the most dramatic departures from conventional equipment are the motor vehicles operated by Street Crime Unit personnel. The covert aspect of the Unit's field operations requires that none of the vehicles be recognizable as police automobiles. At the inception of the Unit, the Motor Transport Division supplied unmarked "speed chasers" which formed the nucleus of the vehicle fleet. To these were added a number of medallion taxicabs which were donated to the Police Department by the Metropolitan Board of Trade. While the cabs proved quite effective, the easily discernible "speed chasers" proved to be of limited value. This shortcoming was soon solved by the "conversion" automobile. Unclaimed vehicles, being safeguarded by the department's property clerk, were obtained and converted to police use by the Motor Transport Division. By using sport cars, luxury cars, and other vehicles not usually associated with the Police Department, officers of the Street Crime Unit were better able to move about the city, undetected by the street-wise criminal.

Federal funding has provided the Unit with additional vehicles which have proven highly effective. Included among these are late model sports sedans, panel trucks, and a specially equipped surveillance truck. The surveillance truck is equipped with a one-way glass which permits free observation from within. The truck is further equipped with sanitary and cooking facilities to permit lengthy observations. In addition, motorcycles and bicycles afford officers the necessary mobility to effectively

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* A complete inventory of SCU equipment is included in the Appendix.

effectively patrol in areas of the city not readily accessible to automobiles.

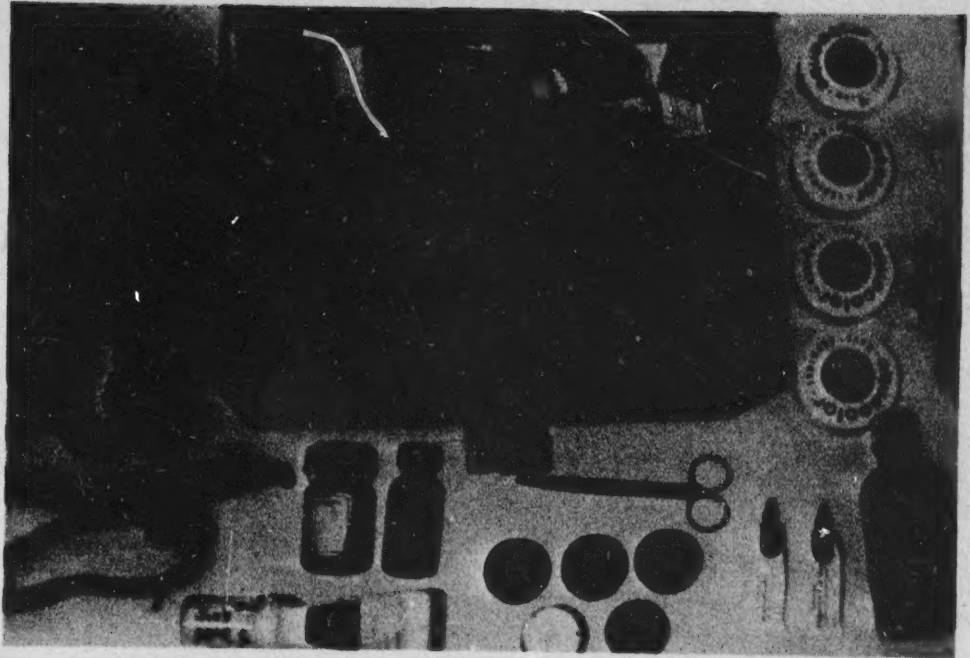
The Department's property clerk's office has provided a great deal of the equipment assigned to the Unit. Aside from the "conversion" automobiles, this office has furnished canes, crutches, wheel chairs, wallets, pocketbooks and similar items which support blending and decoy tactics.

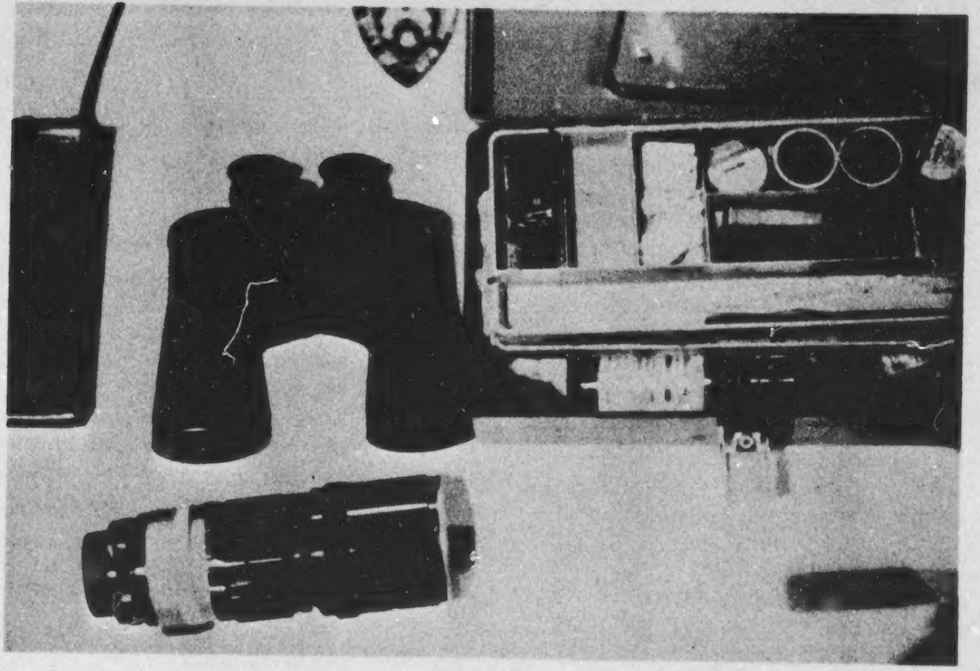
During the Unit's existence, a quantity of other specialized equipment has been accumulated. Some of it has been loaned by persons in private industry and some contributed by SCU members themselves. The special equipment room is stocked with a varied collection of wigs, dresses, hard hats, coveralls, change carriers, nurses' uniforms, work uniforms, aprons, etc.

In addition to the acquisition of vehicles, Federal funds were used to obtain communications equipment. Binoculars, cameras, tape recorders, armor vests, duplicating machines, and theatrical makeup also have been purchased. It should be noted that a portion of the funds was utilized to supply precinct anti-crime teams with similar equipment, such as vehicles and binoculars.

The Street Crime Unit has its own complete UHF radio network and has been allotted its own frequency. Included in this network are a base transmitter, repeater stations installed throughout the city, walkie-talkies and 10-frequency monitor scanners. According to Unit personnel, the need for an independent communication system, divorced from the department's centralized communications unit, is justified because of the necessity for direct unit-to-unit communication between personnel involved in decoy operations, surveillance, or similar tactics. License plate checks and similar requests for information are handled through the base operator, thereby relieving the central communications dispatcher. The local precincts in which SCU teams are deployed, provide walkie-talkies which operate on the local precinct frequency, thereby facilitating communication between SCU field personnel and the nearest station house.

In addition to administrative and procedural safeguards developed to assure the proper maintenance and security of equipment, a system of apportionment has been developed to equitably distribute





equipment to unit personnel. All operational equipment such as motor vehicles, walkie-talkies, and binoculars are distributed among four equipment groups. Such a group is composed of two squads whose tours of duty are opposite each other. This system ensures that each squad will have sufficient equipment available for its use on every scheduled tour.

6.3 Policy Implications

The subject of facilities, equipment and communications raises three important policy considerations. They are:

- Determination of street crime unit needs;
- Proper use of cost/benefit studies;
- Method of procurement.

Before obtaining equipment and facilities for a street crime unit, a careful determination must be made of such a unit's needs. This issue will hinge most significantly on unit size, centralized or decentralized operations, tactical strategies, and available resources.

A unit's facilities should adequately provide for administrative offices, staff accommodations, training space (unless training is conducted elsewhere), parking space, and secure vehicle storage. Its location should give easy access to all areas of a city. Consideration must also be given to the separateness of a street crime unit's headquarters. A special location might be necessary to protect the cover of unit members. The location of liaison and crime analysis personnel must also be considered.

Equipment for a street crime unit must provide for transportation, costuming, training, surveillance and communication needs. Only after targeted crimes have been determined and tactical strategies for combatting these crimes have been proposed should equipment needs be assessed.

A practical communications system must be devised to meet the needs of a street crime unit. Unlike the New York SCU, a separate frequency will probably not be available for anti-crime efforts. Other methods, therefore, must be devised to assure swift and clear communication among unit personnel. Walkie-talkies will certainly facilitate man-to-man communication but squad to squad, squad to headquarters, and squad to central dispatch communication needs must still be met.

An assessment of equipment needs should make full use of cost/ benefit studies in determining the allocation of resources. Television equipment may provide for more efficient training techniques but should not be purchased at the expense of vehicle needs. Alternatively, vehicles should not be purchased at the expense of communication needs.

There are several possible methods of procuring the necessary equipment. Outside funding, departmental funding, community donations, and conversion should each be thoroughly explored before any expenditures are made.

Ideally, an officer familiar with writing proposals and knowledgeable about available public and private resources, should be assigned the task of soliciting funds from federal, state and local agencies and foundations. The police department's budget should be analyzed to ascertain what amount of money can be utilized for street crime efforts.

The community-at-large should be alerted to the needs, particularly the costuming needs, of a street crime unit and provisions made for receiving donations of wigs, crutches; wheelchairs, etc. Finally, conversion should be investigated as a means of supplying vehicles and other equipment to a unit. Conversion essentially involves the use of confiscated and unclaimed property in the custody of the police department. Care must be taken, however, with such property to ensure that all legal requirements, such as a release as evidence from the district attorney, are fulfilled.

Finally, in considering replication of a street crime unit modeled after New York's SCU, it is important to note that New York City is a unique site, capable of supporting extensive specialized equipment and separate facilities. Each community must consider its own resources before determining the size and composition of a street crime unit's vehicle fleet and equipment complement.

CHAPTER SEVEN
SPECIAL CONSIDERATIONS

The two special considerations which confront a police administrator establishing or improving a street crime unit are the legal defense known as entrapment and the methods to be used to assure the integrity of unit members. Both of these issues can be controlled by the establishment of guidelines for police officer behavior.

7.1 Legal Issues

The primary legal concern for police departments implementing or improving a street crime unit is the legal defense of entrapment. If police officers excessively lure or seduce felons in their conduct of decoy operations, an apprehended criminal may be able to avail himself of this defense. Also crucial, though not of exclusive concern to a street crime unit, are the laws of search and seizure and arrest. The frequency of contact between officers and arrested persons which results from the operations of such a unit does make these concerns critical for the street crime unit member. Guidelines for operational procedures in these areas are presented in Sections 5.2 and 5.3. The general legal ramifications are a part of regular police training and practices and are not addressed in this manual. The final section of this chapter details the SCU program for assuring the integrity of its members.

7.2 Entrapment

The law of entrapment essentially seeks to protect the innocent citizen from being lured into criminal conduct by over-zealous law enforcement officials. The two key aspects of entrapment are the 'innocence' of the citizen and the 'conduct' of the police. One crucial distinction is whether the criminal intent arose in the mind of the accused or was implanted there by the officer. The other critical distinction is between passive police conduct, simply providing an opportunity for the crime to occur, and active police conduct, soliciting or encouraging the crime.

In legal terms, if the conduct of the decoy victim amounts to the giving of consent then a necessary element of the crime has been negated and no conviction can be obtained. That is to say, if the victim consents to the taking of his property no crime has been committed. This is especially important when the crime involved is robbery or sexual assault.

The following definitions and explanations are contained in two legal encyclopedias, *American Jurisprudence Second* (Am Jur 2nd) and *Corpus Juris Secondum* (CJS). These are not generally cited as legal authorities (as courts prefer primary case sources) but they do contain a good overview of the law. Following these two sources are some notes from the *American Law Reports* (ALR), and a summary of one early California case which is apparently still good law.

> Entrapment has been defined as the inducement of one to commit a crime not contemplated by him, for the mere purpose of instituting a criminal prosecution against him. It has also been defined as the conception and planning of an offense by an officer and the procurement of its commission by one who would not have perpetrated it except for the trickery, persuasion, or fraud of the officer . . . . There is a clear distinction between inducing a person to do an unlawful act and setting a trap to catch him in the execution of a criminal plan of his own conception. There is also a distinction between the terms 'detection' and 'entrapment' as applied to the activities of law enforcement officers. A suspected person may be tested by being offered opportunity to transgress the law in such manner as is usual in the activity alleged to be unlawful, in which case there is legitimate detection of crime. On the other hand, there is entrapment where law enforcement officers induce persons to violate the law when they would not otherwise do so . . . .

The defense of entrapment was not known at common law. It is not recognized in some states, and some states seem to support the view that the entrapment doctrine is not applicable to certain prosecutions, such as prosecution for bribery . . . .

Generally, therefore, where the criminal intent originates in the mind of the entrapping person and the accused is lured into the commission of the offense charged in order to prosecute him, no conviction may be had. But where the criminal offense is completed, the fact that a person acting as a decoy for the state or public officials furnished the accused an opportunity for commission of the offense, . . . constitutes no defense. Where the officers merely afford an opportunity to one intending to violate the law, they do not procure the offense to be committed. The offender in such a case acts of his own volition and is simply caught in his own devices.

. . . where the decoy is the supposed victim and lack of consent of the victim is an element of the crime, the decoy's cooperation may constitute consent such as will eliminate an essential element and thus prevent the accused's conviction of the alleged crime.

Although it has been said that decoys may not ensnare the innocent and law-abiding into the commission of crime, this does not mean that the defense of entrapment is available only to a person who has no criminal record. What is meant by 'innocent' in this connection is the absence of a predisposition or state of mind which readily responds to the opportunity furnished by the officer or his agent to commit the forbidden act with which the accused is charged. 'Innocent' in the context of entrapment means that defendant would not have perpetrated the crime with which he is presently charged but for the enticement of the police official.

The defense of entrapment is not available to one who denies commission of the offense, since the innovation of such defense necessarily assumes that the act charged was committed.

A charge of larceny cannot be based on a taking of property with the consent of the owner, and for the same reason a taking of money or goods from the owner's person is not robbery if it is done with his consent. However, if a person does not induce, encourage, aid or advise the commission of a crime against himself or his property, he may wait passively for a would-be criminal to perpetrate an offense or create the condition under which an offense against the public may be committed, and his doing so is no defense for the criminal.

-21 Am Jur 2nd

. . . Accordingly, it is not a defense that decoys, informers, or undercover operators were used to present an opportunity for the commission of the crime.

-22 CJS 143

. . . The line of distinction (between consent and non-consent) seems to be whether there has been an active, as distinguished from passive, inducement to taking on the part of the person affected . . . ; and where such active inducement can be shown, no conviction can be had . . . .

-18 ALR 149

It is well established that where the criminal design originates with accused and the owner does not . . . suggest the design or actively urge the accused on to the commission of the crime, the mere fact that the owner, suspecting that the accused intends to steal his property . . . *exposes the property*, or furnishes facilities for the execution of the criminal design, under the expectation that the accused will take his property . . . will not ammount to consent in law, even though (the decoy) appears to cooperate in the execution of the crime; and the defense of entrapment is inapplicable.

-18 ALR 172

> In *People v. Hanselman* (1888) 18 P 425, a sheriff in Pomona, California, disguised himself and feigned drunkenness to apprehend thieves who had been operating in the town. While pretending to be in a drunken stupor, the sheriff offered no resistance to two men who approached him and took three dollars from his pants pocket. He then apprehended the thieves. The court ruled that the sheriff had not consented to the theft and that the accused could not avail himself of that defense. It said, ". . . we do not think that there is such consent where there is mere passive submission on the part of the owner of the goods taken, and no indication that he wishes them taken, and no knowledge by the taker that the owner wishes them taken, and no mutual understanding between the two, and no active measures of inducement employed for the purpose of leading into temptation, and no pre-concert whatever between the thief and the owner."

In summary, entrapment will be a valid defense where criminal intent in the mind of the accused was implanted there by the officer and where active police conduct encouraged the crime.

Two notes of caution must be offered, however. One is that the closer the conduct of the officers comes to luring the accused to commit the crime (the more outrageous the enticement), the closer the facts will come to supplying the accused with an entrapment defense. Also, it was noted in at least one source, that New York State might not, in fact,recognize the defense of entrapment. It has been raised in some New York cases but never sustained. That *might* explain the lack of problems with the prosecutions of those arrested by the SCU. Probably more important, though, was adherence to SCU guidelines by decoy officers.

It must be emphasized that the validity of an entrapment defense is controlled by State law and will vary, therefore, from jurisdiction to jurisdiction. Consequently, state statutes and case law should be consulted to arrive at the definition currently in use in a state's court system.

The best method to ensure that police conduct in decoy operations does not violate the state entrapment standard is for the unit to issue detailed, tactical guidelines promulgated by its legal advisors. These should, of course, be drawn in conformity with state law not general legal definitions for the reasons noted above.

7.3 Unit Integrity

Any plainclothes police division is subject to possible corruptive practices by its officers and supervisors. The New York Street Crime Unit prides itself on a corruption-free reputation and high bribery arrest record. During 1973, the SCU made 51 arrests for bribery. This figure represents 8% of department-wide arrests for bribery, although SCU personnel account for but 0.8% of the entire force. Assuming that its personnel are not offered 10 times more bribes than the remainder of the department, these findings strongly support claims of the Unit's integrity.

The SCU is constantly on guard to prevent its members from participating in shakedowns, abusing their authority, engaging in brutality, using racial slurs while effecting arrests, and other illegal or improper practices. The key element in maintaining a high level of integrity among members has been the Unit's thorough selection process. One measure of the integrity of the SCU is citizen complaints. Nine of 29 such complaints in 1973 have been found to be unsubstantiated, and three have been conciliated. The remainder are still outstanding.

According to SCU administrators, procedures designed to prevent any possible integrity problems are integrated within the Unit's selection, assignment, supervisory, and training efforts. These procedures are outlined below:

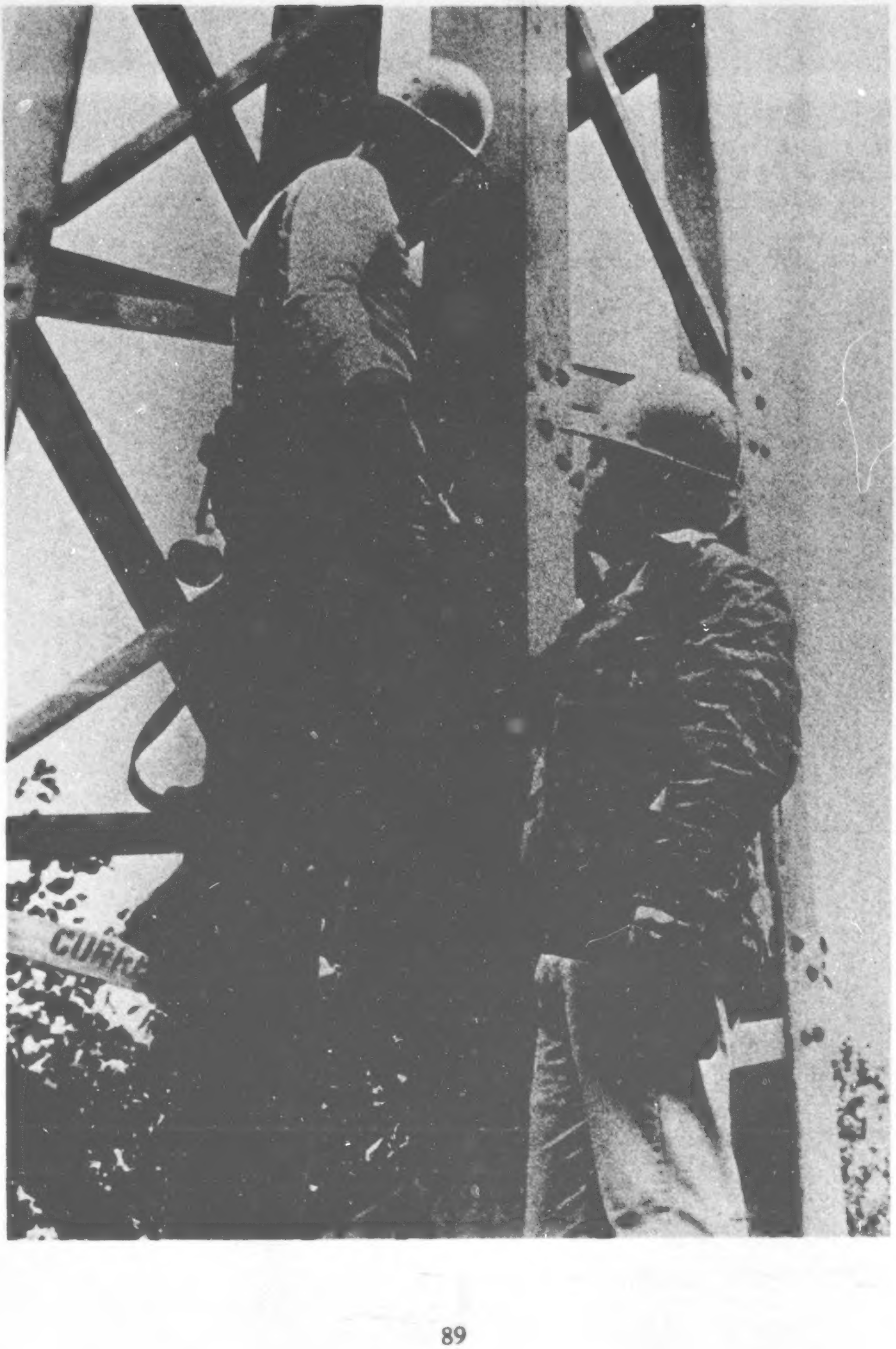
- In the Selection Process:
  - Applicants' disciplinary records are checked in addition to their commanding officers being required to make recommendations as to the applicants' integrity.
  - Superiors selected have a reputation for being "strong" bosses noted for their high integrity.
  - The comprehensive selection interview dwells, in depth, on the corruption problem; it gives interviewers an insight into the candidate's thinking.

- In the area of Assignment:
    - Teams are assigned to specific zones and directed to notify their superiors, by radio, if they are leaving the zone, for whatever reason.
    - While teams are comprised of steady members, they are not assigned to steady precincts. This can prevent "arrangements" being made with local people.

- In the Supervisory function:
    - A close span of control is maintained: 1 Lieutenant to 3 or 4 Sergeants, 1 Sergeant to 10 Police Officers.
    - Field supervisors continuously evaluate police officers under their supervision and submit formal reports on a monthly basis. They are responsible for reporting any information or suspicions concerning questionable integrity that come to their attention.

- In both Formal and Informal Training:
    - Conferences between squad superiors and police officers are held on a personal basis. Corruption is always one of the subjects covered.
    - Integrity is a theme constantly stressed at Daily Roll Call Instruction.
    - Unit Training sessions, periodically, thoroughly discuss the bribery statutes and procedures to be followed in effecting bribery arrests.
    - Several training bulletins concerning integrity and its importance to the Unit have been promulgated.
    - The subject of integrity is discussed at each monthly conference held by the commanding officer with his subordinate supervising officers.

- Integrity Control Program:
    - A Squad Commander has been appointed as an Integrity Control Officer.
    - The Integrity Control Officer's function is to coordinate the Street Crime Unit's Integrity Control Program.
    - Aside from making himself available to assist members of the command in the discharge of their obligation in maintaining the integrity of the Unit, the ICO will hold periodic conferences with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subordinates and superiors to discuss integrity in a participative management type format.

The following corruption hazards are felt to be those to which members of the Street Crime Unit are most vulnerable. Each of the hazards is followed by the control(s) used to preclude the likelihood of corruption.

- Perjury, False Statement, Upgrading of Arrests. Squad superiors respond to the scene of all arrests, or if impractical, to the Station House of the precinct of occurence, to supervise and assist subordinates in the arrest processing. Supervisors visit and supervise Unit personnel appearing in court. Supervisors review and initial their subordinates' arrest reports and court affidavits.

- Bribery. Superiors respond to the scene of police incidents, arrest locations and the criminal courts. The Unit conducts formal training sessions on procedures* to be followed in bribery situations. Formal Street Crime Unit recognition is given for bribery arrests.

- Unlawful Gifts and Gratuities from the Business Community. Formal training sessions alert personnel to this hazard. Chauffeurs assigned to superior officers are rotated daily. A close span of control is maintained between Sergeants and Police Officers.

- Confiscation or Theft of Property in Custody. Superiors respond to the scene of police incidents and arrest locations. Superiors ride on patrol with street crime teams on a rotating basis. Superiors supervise the preparation of, and inspect, written records, property clerk vouchers, etc.

- Theft of Services. Superiors inspect their subordinates' time records on a periodic basis to ascertain if their sick time may be indicative of malingering or if they are being properly charged for leaves of absence. Lost time requests are verified and initialled by superiors after checking pertinent department records. Superiors visit the criminal courts to verify that members sign out at the appropriate times.

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* SCU bribery arrest procedures are presented in the Appendix.

- Theft of Gasoline. Superiors are responsible for checking mileage slips prepared on vehicles used by their subordinates at the beginning and expiration of each tour. Gasoline reports prepared at the Base will be inspected to ascertain if they accurately reflect per-diem use. Gas dispensing precincts will be visited to ascertain if members are reporting the receipt of gas. Members assigned to Randall's Island security have been directed to take summary police action in the event they observe larcenous siphoning of gasoline from either private or departmental vehicles.

The preceding section provides a good basis for monitoring and controlling policy issues related to integrity concerns. It should be noted, however, that such a program, although necessary, must not be conducted in such a manner as to unduly restrict the activities or initiative of unit personnel. One element lacking in the New York program is undercover testing of Unit members by offering them the opportunity to compromise themselves. Such a testing situation, however, might undermine the establishment of trust necessary for the effective functioning of a street crime unit.

CHAPTER EIGHT
COSTS AND OUTCOMES

The purpose of this chapter is to explore the costs associated with the implementation of a street crime unit and to describe some of the results of Street Crime Unit activities in New York City. The discussion is based on the New York City experience, where the operation of the SCU is probably greater in scope and more complex than would be similar activities in other jurisdictions. However, the major cost considerations and the nature of the project's outcomes can be "scaled" to provide a useful reference to smaller police departments for which one alternative to combatting a severe street crime problem is the implementation of a street crime unit patterned after the one in New York City.

8.1 Costs

Many of the same costs that would be incurred to increase the size of a regular patrol force are also necessary to implement a street crime unit: personnel, equipment, and training. There are two approaches to implementing such a unit, both of which utilize those officers having the most experience, capability, and highest level of integrity within the department. In one approach, a department may simply draw these officers from other units (patrol, detective, special forces), and not replace those personnel. In this case, personnel costs are limited to the opportunity costs of not receiving the services of those individuals within their original organizational units. In the other approach, new recruits may be hired to replace police officers transferred to the unit. Here, of course, explicit costs of incrementing the police force by the size of the street crime unit are incurred. These, together with the implicit costs of the loss of police expertise in the units or divisions from which street crime unit personnel are drawn, must be offset by the benefit anticipated from the creation of the street crime unit.

In New York City, officers for the Street Crime Unit were drawn from existing precinct anti-crime personnel (the predecessors of the city-wide Street Crime Unit), the Tactical Patrol Unit, and the Taxi-Truck Surveillance Unit. Given the size of the total New York City Police Department (over 32,000 full-time sworn officers), the present size of the Street Crime Unit (285) is virtually negligible. Thus direct personnel costs for the Unit are perceived as zero since drawing personnel from existing operating divisions apparently had no significant effect on the ability of those divisions to continue their operation.*

Most departments which would consider implementing a street crime unit probably already have some specialized unit, other than regular patrol, in operation, or have had some such unit in the past. For these departments, the same personnel may be appropriate for a street crime unit, and consideration should be given to redirecting the thrust and strategy of these other specialized units to form a unit patterned after the SCU in New York City. Using this alternative, no new personnel would be required.

As with any newly-created police command, a street crime unit needs lockers, office furniture, clerical equipment, and operational equipment, the costs of which can be estimated using standard department formulas and the size of the unit's staff. From a cost point of view, the most significant specialized equipment is the vast array of vehicles (including bicycles) to enable the unit to operate covertly, that is to blend into the environment. Clearly, marked patrol cars would not do and even the standard unmarked sedan could be easily identified by the "street-wise" criminal.

The New York City Street Crime Unit uses a wide variety of vehicles in its operation, including taxicabs, many of which were donated by the Metropolitan Board of Trade, sports cars, specialty cars, motorcycles, bicycles, and vans. Some of the vehicles were unclaimed items in the Department's Property Division which were converted to police use by the Motor Transport Division. This, of course, helped to defray the cost of the vehicles. In its 1974 grant application, the New York City Street Crime Unit budgeted $5000 for each sedan, taxicab, and van, each with a radio, which had to be purchased to supplement the "free" sources previously described. With the increased cost of automobiles since that time, a higher current figure would be more appropriate. Variation in specialized vehicle costs is likely from one community to another, depending on the availability of discounts for volume purchases without "fleet" characteristics.

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* Reorganization of the Field Services Bureau of which the Street Crime Unit is presently one component, also contributed to diminishing the loss of personnel to the Street Crime Unit.

The other major equipment item for a street crime unit is the hand-held transceiver (walkie-talkie) and related components--communications equipment. This is clearly critical to a surveillance-type of operation and its cost cannot be neglected. In New York City, the Street Crime Unit purchased components for a complete UHF radio network, including a base transmitter, repeater stations, walkie-talkies, battery chargers, spare batteries, and 10-frequency monitor scanners. Whether an independent communications network would be necessary would vary from one department to the next, depending on the level of activity at central communications and the extent to which existing communications can be supplemented.

Various miscellaneous equipment items are necessary to carry out successful blending and decoy operations. A complete equipment inventory is provided in the Appendix to this manual. Again, the New York experience suggests that costs are difficult to estimate because of the possibility of soliciting donations and utilizing unclaimed property for disguises.

Because of its magnitude, the New York City Street Crime Unit uses fairly sophisticated equipment for training. Savings may be realized in this area in smaller departments since items such as video-taped training materials--utilized by both the Street Crime Unit and precinct units in New York City--might not be necessary elsewhere.

Training costs are somewhat less than those for new recruits. As a street crime unit can be expected to be comprised of experienced police officers, training can focus on specific decoy and blending tactics, operational procedures, and legal and other issues. Training costs, therefore, would consist primarily of the time taken from field operations, both of trainers and trainees.

Aside from personnel costs and donated equipment, total costs to

"start up" the New York City Street Crime Unit and to bolster precinct anti-crime operations amounted to $1,278,000. With approximately 1000 officers involved in both of these operations, an average of $1,278 per officer can be used as a benchmark for departments in other jurisdictions considering this type of program.

8.2 Outcomes

This section presents data pertaining to crime levels, arrests and convictions, and safety which provide feedback on the operation of the New York City SCU. With the exception of crime levels, all data refer specifically to the SCU's activity. Since there are so many factors which affects crime levels, the project's impact on the level of target crimes is simply inferred from after-the-fact analysis of data maintained by the department.

8.2.1 Arrests and Convictions

In 1974, the SCU effected 4,423 arrests, of which 90 percent involved a felony charge. Of the 3,996 felony arrests, 741 were for robbery (13 percent)--218 involving decoy victims, and 2,038 were for grand larceny from person (51 percent)--1,902 involving decoy victims. Other arrests were made for illegal possession of a firearm, felonious assault, burglary, grand larceny auto, and attempted murder.

Convictions were obtained in 76% of the 1973 robbery arrests and in 95% of the 1973 grand larceny from person arrests, with conviction rates based on the 50 percent of 1973 arrests for robbery and grand larceny from person which had been tried through July, 1974. Although not complete, more recent statistics indicate that approximately 90 percent of all SCU arrests result in conviction. "Conviction" refers to conviction of any offense associated with the arrest (not necessarily the primary offenses of robbery and grand larceny from the person). Conditional discharges (a case not prosecuted but where defendant accepts probationary terms) are also considered convictions. It should be noted that the large number of robberies for which a conviction was obtained for grand larceny from person led the SCU to turn its attention to that offense. Making an in-progress arrest for robbery which leads to a conviction for robbery is difficult, due to the necessity of maintaining the safety of the decoy victim. The relative seriousness of robbery further contributes to the difficulty of obtaining a robbery conviction--a typical problem for police throughout the country.

Decoys were robbery "victims" in approximately 29% of the incidents. However, they were victimized by grand larceny from person in about 68% of the cases. These statistics further support the project's decision to place greater decoy emphasis on grand larceny from person. The large number of robberies which were simply witnessed by decoys, however, attests to the perpetrator's lack of concern about being seen (although the perpetrator may not generally have been aware of being observed) and suggests that plainclothes operations are highly useful in surveillance work in addition to decoy operations. More recent figures substantiate these findings. For the first three months of 1975, in only 28 of 168 robbery arrests were decoys "victimized" (17%). However, decoys were "victimized" in 555 of 567 (98%) incidents of grand larceny from person. This strongly suggests that the increased emphasis on grand larceny from person has not been at the expense of robbery arrests.

As a base point of comparison, the department-wide robbery conviction rate for the period from January, 1972, through August, 1973, was 56%. Thus the in-progress aspect of the decoy-related robbery arrests seems to have accounted for an approximately 20% increase in the conviction rate.

8.2.2 Safety

Because of the substantial risk associated with in-progress apprehension, particularly when plainclothes personnel are involved, statistics were maintained on injuries to both officers and perpetrators. During the first six months of 1974, 12 shooting incidents involving decoys were reported. Eight perpetrators were injured by the gunfire, 2 fatally and 6 seriously. Although no deaths to police officers occurred as a result of decoy activities, 4 serious and 61 minor injuries were inflicted upon them in the course of decoy operations. Assuming that all of these injuries occurred while arrests were being attempted, the injury per arrest rate for that period was 0.02%. Considering that handguns and other weapons were involved in a substantial number of arrests, this rate is highly impressive.

8.2.3 Analysis of Crime Reduction Statistics

New York City experienced a 7% (from 78,202 to 72,750) reduction in the number of reported robberies from 1972 to 1973, the latter representing the second full year of centralized SCU activities. Unfortunately, the figure reported covers both commercial and non-commercial robbery; however, there is no reason to believe that the relative change in the incidence of commercial robberies reported was substantially different from that for street robberies. Grand larceny from person experienced a 5.9% (from 53,337 to 50,197) reduction for the same period.

The SCU operates on a tactical basis, working for a period in one precinct primarily and moving to another if the location of the most severe street crime problem changes, if a relatively safe area experiences a sharp rise in street crime, or if a precinct commander has a need for supplemental plainclothes or decoy personnel. In fact, the SCU was present in 44 of 73 precincts in 1973.

In order to analyze the possible effect of the SCU on the crimes of robbery and grand larceny from person, correlations were drawn in each of the 44 precincts between SCU strength and the number of each of the target crimes. Effects of long-term trends in target crimes, season, and occasional presence of the Tactical Police Force (a uniformed unit within the department) were statistically controlled. In addition a lag of one month was hypothesized; that is, for example, the levels of robbery and grand larceny from person in the month of July were correlated to SCU strength in the month of June.

Conclusive results could not be drawn from the data used in this analysis. However, with certain statistical reservations, it did appear that the SCU presence correlated negatively with the robbery level in 27 precincts and with the grand larceny from person level in 29 precincts. That is, in those precincts, the data suggest that the level of the target crime decreased as SCU presence increased.

In the next stage of the analysis, a regression equation, relating the level of crime to SCU presence, Tactical Patrol Force presence, season, and long-term trend, was developed for each precinct for each of the two target crimes. In each equation, variation due to SCU presence was not permitted until the "explanatory power" of the other variables was exhausted. Given an equation in which the SCU presence contributed to the variation in the level of crime, the magnitude of that contribution was estimated.

Results of the analysis are that the SCU appears to have effected a 10.17% reduction in robbery (plus or minus 4.15%) and a 12.56% reduction in grand larceny from person (plus or minus 4.01%) in those precincts for which correlations between SCU strength and respective crime level were statistically significant. Statistical significance at the 5% level was observed in 5 precincts for robbery and in 12 precincts for larceny from person. Whether a reduction was effected in other precincts, and an estimate of the magnitude of such a reduction are matters of conjecture, based on the data used in the analysis.

8.3 Summary

The New York City Street Crime Unit's cost and outcome measures reveal certain relevant factors which were partly responsible for its exemplary designation. First, the cost of implementing such a unit when its personnel are drawn from elsewhere in the police department is essentially limited to one-time start-up costs for vehicles and communications equipment and their periodic maintenance costs. Second, outcome measures indicate that arrests effected by unit members result in an impressively high conviction rate while at the same time injuries to police, public and perpetrators have been kept to a relatively low level. Finally, the efforts of the SCU appear to be impacting crime levels in certain precincts, although it cannot be said with certainty that the reduction is due to the Unit's activity. The next chapter outlines a more comprehensive strategy for investigating the outcomes and impacts of a street crime unit.

CHAPTER NINE
EVALUATION

This chapter addresses the evaluation of Street Crime Unit activities and their impact on street crime. The goal of the New York SCU is to achieve high-quality arrests for street crimes--primarily robbery and grand larceny from person--while maintaining the safety of its officers and the public. It is believed that the increased risk of arrest, prosecution, and incarceration will serve as a deterrent to would-be offenders, thereby bringing about a reduction in the incidence of street crimes.

In order to establish a framework for the discussion which follows, we begin with the description of a hypothetical street crime program which is somewhat different from the one in New York City. In this hypothetical program, the street crime unit will employ decoy and blending operations in one section of the city in which there is a high incidence of street robbery and grand larceny from person. Another section of the city, similar to the first in patterns and magnitude of the street crime problem, as well as in demographic and land use characteristics, will receive regular patrol services. Except for the planned back-up and support patrol units, the first section will not receive regular patrol services. For simplicity, we refer to the section of the city which receives the services of the Street Crime Unit as Area A; the other section, receiving regular patrol services, will be called Area B. This hypothetical scenario describes the elements of a demonstration street crime program, which would probably correspond to the first phase of a new program.

Next, planners of this hypothetical program establish explicit program objectives--reference points or targets to provide a framework for evaluative analysis. Although these objectives represent anticipated program results, failure to meet numerical targets does not necessarily imply program failure. Expectations may have been too high, or other factors outside of the control of the program may lead to disappointing results. Framing objectives in quantified terms, however, makes it more likely that analyses of results will be more thorough than otherwise, simply because of the need to explain why actual outcomes deviate from planned objectives.

Figure 4 summarizes the objectives and corresponding measures, analyses and conclusions for our hypothetical street crime program. Although this example may not address the evaluation needs of any street crime program, it does address the central elements which would have to be considered in any such program, and in an "idealized" setting.

9.1 Sample Objective I: To make 25 percent more arrests for street crime Robbery and grand larceny from person (target crimes) in Area A than in Area B

An objective such as this is central to a street crime unit; a street crime program is intended to fill the gap between the patrol officer, whose undisguised presence rarely places him or her in a position to observe the commission of street crimes first-hand, and the detective investigating the case after-the-fact. Since the level of service provided in Area A by the street crime unit may differ from that provided in Area B by regular patrol, the measure associated with this objective is "normalized" by persondays of service in each area--that is, the number of persondays of service in each area is divided by the number of arrests--during the period under consideration (target period).

There are a number of conventions which must be established beforehand to enable the interpretation of measurements when analyzing results. First is the unit of count for "arrests." Although incidents and charges are alternative units of count, *persons arrested* (and charged with target crimes--street robbery or grand larceny from person) is the preferable unit of count. Counting persons arrested is a uniform procedure from one city to another, whereas counting incidents or charges (particularly the latter) is likely to vary considerably among different jurisdictions, depending on local police and prosecutor policy.

Figure 4: Overview of Sample Evaluation Design for a Decoy Program

SAMPLE OBJECTIVE	MEASURES	ANALYSIS BRIEF	OUTCOME BRIEF
I. To make 25 percent more arrests for street robbery and grand larceny from person (target crimes) in Area A than in Area B.	Number of persons arrested for target crimes during the target period • in Area A • in Area B Number of persondays of service during the target period • for Street Crime Unit • for regular patrol/detectives	Compare number of persondays per arrest for Street Crime Unit and regular patrol/detectives, as appropriate.	Objective met if comparison favors Street Crime Unit by 25% or more.
II. To obtain a conviction rate of 75 percent for arrests made for target crimes in Area A.	Number of persons arrested for target crimes during the target period in Area A. Number of guilty dispositions for target crimes resulting from arrests described above.	Calculate fraction of arrests in Area A which result in guilty dispositions.	Objective met if fraction calculated is 0.75 or more.
III. To experience less than 5 percent more line-of-duty injuries to Street Crime Unit officers than to regular uniformed patrol, during the target period.	Number of line-of-duty injuries during the target period to • Street Crime Unit officers • regular uniformed patrol Number of persondays of duty during the target period for • Street Crime Unit officers • regular uniformed patrol	Compare the number of line-of-duty injuries per personday of duty between Street Crime Unit officers and regular uniformed patrol.	Objective met if comparison favors regular uniformed patrol by less than 5%.
IV. To reduce target crimes by 10 percent.	Number of target crimes reported • during the target period - in Area A - in Area B • during earlier comparable period - in Area A - in Area B	Compare percentage reduction from earlier period to target period between Areas A and B.	Objective met if comparison favors Area A by 10 percent or more.

In our hypothetical program, Area A receives street crime unit services exclusively, while Area B receives only uniformed patrol services. If, in planning an actual street crime program, it is felt that Area A should receive some uniformed patrol services in addition to street crime unit services, problems may arise in "crediting" arrests. In this situation it is desirable to establish criteria in advance for crediting an arrest to the street crime unit to avoid disputes when actual arrests are made. One approach to solving this problem in the case of decoy operations of the street crime unit is to credit an arrest in which a decoy is "victimized" to the unit, regardless of who actually apprehends the perpetrator. Note that the 25 percent figure can be adjusted to accomodate counting criteria which may favor one group of officers over the other. Of course, it must be understood that the 25 percent figure was arbitrarily selected for the purposes of this sample objective. The actual figure designated for a given program will depend on a number of factors, the most important being the expectations of program planners and the figure which would be necessary for the program to be cost-effective.*

Another convention which must be established prior to the implementation of the program is which and how much of each type of personnel should be included in counting persondays. Counting only persondays of patrol in Area B may understate the level of effort required to achieve an arrest for a target crime because arrests for such crimes may also result from a significant amount of investigative work. Thus some portion of the detective function would have to be included in counting persondays, in order to arrive at a fair comparison. One way to avoid this problem is to compare arrests made on or near the scene. Using this criterion, however, one would expect the street crime unit to do more than 25 percent better than routine patrol.

9.2 Sample Objective II: To obtain a conviction rate of 75 percent for arrests made for target crimes in Area A

This objective measures the quality of decoy arrests for target crimes. Analysis relating to this objective can keep the decoy unit commander apprised of the effectiveness of arrest procedures when decoy tactics are used. For example, if the decoy identifies himself or herself as a police officer too early in the incident, good evidence may be lost, which may result in an acquittal or conviction on a lesser charge.

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* A more complete discussion of cost-effectiveness is presented in Section 9.6 below.

Again, as in the previous sample objective, the basic unit of measurement is persons. The ratio in question is that of *persons convicted* of target crimes to *persons arrested* for target crimes. This particular measure may be considered *stringent*, in view of the fact that determination of charges and guilt or innocence is not within the police department's control. However, the conviction rate of 75 percent can be reduced to account for local differences in the discrepancy between police and prosecutor charges.

Although not explicitly stated in the objective, it may prove fruitful to compare the street crime unit and other arrests made for target crimes, to see if successful prosecution is more or less likely to result from arrests credited to the street crime unit. Again, successful prosecutions may be more likely to result from arrests made on or near the scene because the arresting officer is in a better position to be a key witness to the incident. Thus, the option of considering only on- or near-the-scene arrests may be preferable in analyzing conviction rates.

Arrests involving juveniles may require special attention in some jurisdictions since court processing of juveniles may differ considerably from that for adults. It may even be necessary to keep a different set of statistics for juveniles, depending on the feasibility of "crosswalking" juvenile case dispositions to those for adults to obtain compatible figures.

9.3 Sample Objective III: To experience less than five percent more line-of-duty injuries to street crime unit officers than to regular uniformed patrol, during the target period

Although injuries occur in routine patrol work, it is advisable to set an objective regarding line-of-duty injuries to street crime unit personnel for a number of reasons. In making an arrest, an officer dressed in street clothes is more likely to receive resistance since the perpetrator may not be convinced of the police officer's identity. Unless precautions are taken to establish procedures by which plainclothes officers may be identified by uniformed officers, injuries may be inflicted upon the former officers by the latter. Perpetrators may be more apt to use violence to resist an imminent arrest when they find out that their victim is in fact a police officer. Finally, since decoys are posed as potential victims to crimes involving personal assault, the chances of injury are naturally higher than they would be for routine patrol work.

The methodology for assessing injury rates in this sample objective entails a comparison of the number of injuries per personday of duty, between street crime unit personnel and regular patrol officers. Other special police units, such as a tactical force, may also be included to broaden the base of comparison. Personnel to be included in the count of persondays of duty should be limited to those who are working on the street, and should not include office and administrative personnel.

A more detailed analysis can be made by looking at injuries by seriousness: *fatal*, *serious*, and *minor* are three possible categories, where the distinction between serious and minor injuries can be made on the basis of absence from duty on account of the injury. Another alternative is to consider only those injuries received while attempting to make an arrest (or in pursuit).

Another way of categorizing injuries to officers is by type of weapon used to inflict the injury. This information can alert unit personnel as to the predominance of certain street crime weapons, such as handguns, knives, blackjacks or blunt instruments.

If seriousness of injury is used in the calculation of injury rates, weights may be assigned to each level of serious, such as the following:

- fatal - weight 10;
- serious - weight 5; and
- minor - weight 1.

The weighted number of injuries to each group of officers (and regular patrol) is calculated as: S = 10 x number of fatalities + 5 x number of serious + 1 x number of minor, where S is the total weighted number of injuries for the period of time under consideration. This procedure is equivalent to counting a fatality as equal to 10 minor injuries and a serious injury as equivalent to 5 minor injuries. Dividing by the appropriate number of persondays of duty yields the (weighted) injury rate for each group, and the objective is attained if the rate for decoy personnel is no more than 5 percent more than that of regular patrol officers.

9.4 Sample Objective IV: To reduce target crimes by 10 percent

The objective is straightforward: by presenting a greater risk of arrest to would-be offenders, the street crime unit anticipates a reduction in the number of target crimes committed. As in the other sample objectives, the figure of 10 percent is simply illustrative of quantitatively-based objectives. In our hypothetical example, the procedure to determine whether the objective is met is as follows. The number of target crimes (street robbery and grand larceny from person) reported to the police in Areas A and B are tabulated over some period prior to the implementation of the street crime unit. Alternatively, averages for a number of such periods may be used, the choice depending on how much fluctuation there is in the level of target crimes. Next, a comparable period after the implementation of the street crime program is selected, and the number of target crimes reported to the police is again tabulated in Areas A and B. This comparable period generally consists of the same months as the "base" period in order to account for seasonal variations. Both of the periods should be long enough to permit sufficient data to be collected--typically at least six months. Additionally, the "after" period should be delayed somewhat beyond the implementation of the program, to allow sufficient time for the criminal element to become aware of the increased risk of arrest.

The percentage change from one period to the next is then calculated separately for Areas A and B. If the percentage change for Area A (which receives street crime unit services) is 10 percentage points less than that for Area B, the objective is met. Note that the number of target crimes reported in the areas can both increase, both decrease, or one increase and the other decrease.

Courtesy of The News, New York's Picture Newspaper

It is the difference in the change between areas which is measured. An example is given in the following table:

	Baseline Period	After Period	Percentage Difference
Area A	900	750	-16.67
Area B	800	780	- 2.50

Target crime decreased by 16.67 percent in target areas and by 2.5 percent in control areas. Since the difference exceeds 10 percent, the conclusion for this analysis is that the objective has been met.

The table above reflects figures that may have been adjusted to account for non-reporting of street crime. Suppose, for example, that it has been estimated for our hypothetical city that 30 percent of street crimes fail to come to the attention of law enforcement officials. (Victimization surveys are often used to obtain such estimates.) Suppose, further, that 100 cases of street crime were committed against decoy "victims" of the street crime unit. To count all 100 would be overstating the number of reported crimes since all decoy victimizations would be reported. Hence the figure 750 corresponding to the "after" period in Area A consists of 780 reported by the public plus 70 (70 percent of 100) "reported" by decoys.

The sample analysis above does not prove that the difference in Areas A and B was due to the activities of the street crime unit. Other factors unrelated to police activity may also contribute to fluctuating crime levels: economic and social conditions, age distribution within the population, changes in the public's perception of socially-acceptable behavior, the level of the public cooperation with police, and the sanctions of other components of the criminal justice system. However, the methodology described will generally account for differential effects in Areas A and B with regard to all of these factors since percent difference in crime, rather than crime itself, is the measurement compared in the two areas. Thus, for example, if Area B has a higher proportion of the age group which has historically committed the largest number of street crimes than does Area A, the apparent advantage to Area A disappears when considering percent differences in each area, unless, of course, age distribution in the populations of the two areas changes significantly between the "before" and "after" periods--an unlikely phenomenon.

Factors other than the street crime program, which affect Area A differently from the way they affect Area B, will distort the outcome. The introduction of an anti-burglary tactical force in either area during the time between the baseline period and the "after" period is an example of such a factor. However, the method described has the advantage of not requiring any particularly high level of similarity between Areas A and B. The only major requirement is that the magnitude of target crimes be approximately the same for the two areas, so that percent differences are calculated on roughly the same base.

Another approach to analyzing the same data is to use a statistical test to determine whether there is a significant difference between the change in the level of target crimes in target and control areas, without specifying what the magnitude of that difference is. Sample numerical data are used to illustrate this method. Suppose that the target crime values are as in the table below:

	Baseline Period	After Period	Sum
Area A	900 (868)	750 (732)	1650
Area B	800 (832)	780 (748)	1580
Sum	1700	1530	3230

A Chi-Square (X^2) Test can be used to determine whether these tabular data portray statistically significant differences between the two areas in the number of target crimes. The value of X^2 calculated from these data is significant at the 2.5 percent level, meaning that for this example there is only a 2.5 percent chance that the difference between target crimes in Areas A and B is due to random variation. Such a result would strongly support the claim that the Unit had an impact in the target area.

Crime Displacement

Crime displacement is a phenomenon which should be examined during the course of an evaluation of the activities of a street crime unit. Although the term generally is taken to mean geographic displacement (i.e., the increased police activity in one area "forces" criminal activity to another nearby or adjacent area), it can also refer to temporal displacement (increased crime activity during times that the police are not in operation) or to modal displacement (increase in different types of crime or modus operandi, to avoid detection).

The purpose of including an analysis of crime displacement in the evaluation of a street crime unit (or any increase in police activity) is to determine whether the level of crime is being affected overall, or whether the mix of crime characteristics is simply being altered. Thus in analyzing displacement of any type, it is clear that geographic, temporal, or modal limits be established, beyond which increase in crime can be tolerated, without negating a unit's performance. For geographic displacement, jurisdictional boundaries form a natural limit; for modal displacement, the line may be drawn between felonies and misdemeanors, or at any place which is considered acceptable by decision-makers and the general public; temporal displacement limits may be drawn to delineate periods of generally low incidence of crime because of the lack of targets.

Applied to an operation such as that of the Street Crime Unit, all three types of displacement may exhibit varied characteristics, since the increased police presence--although felt--cannot be (or at least, should not be) detected by potential perpetrators. The nature of crime displacement in this instance is further complicated by a city-wide Unit operation.

The method by which crime displacement is most easily analyzed is straightforward. For geographic displacement changes in crime in areas to which the criminal element can be expected to be driven (generally nearby areas with similar targets) are monitored while a unit is in force in the target area. Temporal and modal displacement may be monitored in a similar fashion. Clearly, even to do this relatively simple function would require highly flexible computer reporting routines (it can safely be said that a computerized incident data base is virtually a necessity for displacement analysis.)

Even if changes in the level of crime occur in a direction which would suggest that there is a displacement effect, the magnitude of that change would have to be greater than that which could be expected from random variation. In order to make this judgment, the distribution of crime levels must be calculable from past experience, for various areas, time periods, and crime modalities, as appropriate.

Without statistically-based evidence of crime displacement as described above, a limited number of observations (i.e., one), tempered by experience and judgment, may nevertheless prove useful to unit commanders in designing strategies. For instance, New York's "Operation Quicksilver" was based on the hypothesis that geographic displacement would occur in an area, given a dramatically increased police visibility in that area. Street Crime Unit personnel were placed in nearby locations to which it was expected that street crime would shift. The result of this activity was a strong shift in crime incidence to peripheral areas which the Street Crime Unit was prepared to meet.

9.5 Data Systems

It is clear that a considerable amount of data is needed to perform the analyses described above. Arrests must be known by area of the city--ar least for Areas A and B in our hypothetical city--and court dispositions must be known as well in order to assess outcomes for Sample Objective II. The number of reported target crimes also must be known for each area during at least two periods, and possibly more. Level of service, measured in terms of personhours, must also be tallied by area in order to assess outcomes for Sample Objectives I and III. Finally, detailed injury data would have to be maintained for Sample Objective III.

In the best of all worlds, at least for evaluation purposes, police departments would maintain all of these data on a routine basis. Tabulating (or reducing) data from incident and arrest reports could then be accomplished by identifying incidents which occur in the areas desired. Computer assistance would virtually be a necessity for such a task, and in principle, the desired data could be obtained with relative ease once the appropriate computer programs were available. In practice, computer hardware and programming personnel involve a significant expense, probably too large to warrant a single application such as the evaluation of one police program. We would conjecture that a police department which contemplates a street crime program like that in New York City would have computer support available. In such instances, slight modification of existing data collection procedures and writing a few special purpose computer programs may be all that would be required to conduct an evaluation like the one described.

9.6 Cost–Effectiveness

In theory the relative cost-effectiveness of a program should be established before its implementation, based on anticipated results. Thus the decision to implement a street crime unit as opposed to any other strategy should stem from an analysis of alternative ways of achieving overall goals. In practice, however, it is extremely difficult to devise alternative approaches, not even to mention the problems associated with estimating outcomes.

In very elementary terms, one program is cost-effective relative to another if it achieves the same effects at a lesser cost. Thus, for example, if a street crime unit can achieve more arrests for street crimes than can uniformed patrol at the same cost, it is cost-effective with respect to the arrest criterion. If, however, the street crime unit costs more than a comparable uniformed patrol effort but achieves more arrests, a judgment is necessary to determine whether the larger number of arrests warrants the additional cost. An estimate of cost-saving per arrest to the police department (say, in terms of a reduced police personpower level at some later time) would be helpful in making such a judgment. Making these kinds of estimates is extremely difficult, due to the complexity of the various costs involved, including among other things cost-savings to the public corresponding to an increased feeling of safety in the knowledge that criminals are being apprehended.

It must also be realized that a cost-effectiveness analysis must be undertaken within an appropriate context. For example, the finding that a street crime unit employing decoy and blending tactics can achieve more arrests per personday of effort than can uniformed patrol for the same level of effort, does not lead to the conclusion that all uniformed patrol operations should be replaced by the decoy and blending operations of a street crime unit, even within the context of controlling street crime. Experience and judgment, supported to the greatest extent possible by data, are required to obtain the optimal mix of police resources and deployment policies.

9.7 Summary and Conclusions

In order to be most useful, program evaluation is best viewed as a key link in the cycle of planning--implementation--evaluation--(re-) planning; it is a dynamic process which is on-going and not simply done after-the-fact on a one-time basis. Even initially, planning done within the framework of how planned programs will be evaluated results in both a sounder program than otherwise and a greater understanding on the part of program management, staff, planners and evaluators, of what the program hopes to accomplish.

A summary of the stages in designing an evaluation of a street crime unit is given below. Actually, these stages are relevant to the evaluation of almost any public program.

- Define the problem and establish goals and objectives. This step is essential to understanding what the program expects to accomplish and what problem it expects to alleviate by virtue of its accomplishments. Problem definition and establishment of goals and objectives are coincident with corresponding stages in program planning.

- Specify criteria and measures of success. This stage is necessary to avoid after-the-fact arguments over whether the program was successful in meeting its goals. The more specifically these can be defined, the less ambiguity there will be in interpreting program outcomes. Although the actual choice of criteria and measures may be arbitrary to some degree, their specification in advance enables the program to identify its data needs and plan for data collection.

- Perform analyses and identify constraints and caveats. This stage corresponds to the implementation of the evaluation design. Although the previous step should in principle make this stage routine, actual data typically turn out somewhat less in quantity or quality than what was anticipated. In order to interpret analysis results validly, constraints and caveats should be explicitly stated along with results.

- Draw conclusions and make recommendations. Based on findings of the previous stage, conclusions may be drawn, and recommendations to continue the program as is, make modifications, or abandon the program, can be made by evaluators.

We emphasize that evaluative results serve as only one of several inputs to the decision-making process. Political considerations and the roles of individual personalities are examples of other factors which are of great importance to program design and implementation. Regardless of such other factors, evaluative results are an essential input to sound decisions. It is hoped that the discussion of this chapter will facilitate the evaluation of future street crime programs.

APPENDICES

A. Statutes for Assault, Grand Larceny, Robbery

B. Equipment Inventory

C. Interview Questionnaire

D. Oral Interview Guidelines

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F. Interview Rating Sheet

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APPENDIX A
Statutes for Assault, Grand Larceny, Robbery
from
McKinney's Consolidated Laws of New York
Annotated

Statutes for Assault, Grand Larceny, Robbery

Assault

§ 120.00 Assault in the third degree

A person is guilty of assault in the third degree when:

1. With intent to cause physical injury to another person, he causes such injury to such person or to a third person; or

2. He recklessly causes physical injury to another person; or

3. With criminal negligence, he causes physical injury to another person by means of a deadly weapon or a dangerous instrument.

§ 120.05 Assault in the second degree

A person is guilty of assault in the second degree when:

1. With intent to cause serious physical injury to another person, he causes such injury to such person or to a third person; or

2. With intent to cause physical injury to another person, he causes such injury to such person or to a third person by means of a deadly weapon or a dangerous instrument; or

3. With intent to prevent a peace officer from performing a lawful duty, he causes physical injury to such peace officer; or

4. He recklessly causes serious physical injury to another person by means of a deadly weapon or a dangerous instrument; or

5. For a purpose other than lawful medical or therapeutic treatment, he intentionally causes stupor, unconsciousness or other physical impairment or injury to another person by administering to him, without his consent, a drug, substance or preparation capable of producing the same; or

6. In the course of and in furtherance of the commission or attempted commission of a felony, other than a felony defined in article one hundred thirty, or of immediate flight therefrom, he, or another participant if there be any, causes physical injury to a person other than one of the participants.

Assault in the second degree is a class D felony. L. 1965, c. 1030; amended L. 1967, c. 791, §7, eff. Sept. 1, 1967.

§ 120.10 Assault in the first degree

A person is guilty of assault in the first degree when:

1. With intent to cause serious physical injury to another person, he causes such injury to such person or to a third person by means of a deadly weapon or a dangerous instrument; or

2. With intent to disfigure another person seriously and permanently, or to destroy, amputate or disable permanently a member or organ of his body, he causes such injury to such person or to a third person; or

3. Under circumstances evincing a depraved indifference to human life, he recklessly engages in conduct which creates a grave risk of death to another person, and thereby causes serious physical injury to another person; or

4. In the course of and in furtherance of the commission or attempted commission of a felony or of immediate flight therefrom, he, or another participant if there be any, causes serious physical injury to a person other than one of the participants.

Assault in the first degree is a class C felony. L. 1965, c. 1030, amended L. 1967, c. 791, §8, eff. Sept. 1, 1967.

Larceny

§ 155.25 Petit larceny

A person is guilty of petit larceny when he steals property. Petit larceny is a class A misdemeanor. L. 1965, c. 1030, eff. Sept. 1, 1967.

§ 155.30 Grand larceny in the third degree

A person is guilty of grand larceny in the third degree when he steals property and when:

1. The value of the property exceeds two hundred fifty dollars; or

2. The property consists of a public record, writing or instrument kept, filed or deposited according to law with or in the keeping of any public office or public servant; or

3. The property consists of secret scientific material; or

4. The property, regardless of its nature and value, is taken from the person of another; or

5. The property, regardless of its value, is obtained by extortion.

Grand larceny in the third degree is a class E felony.
L. 1965, c. 1030; amended L. 1967, c. 791, § 21, eff. Sept. 1,1967.

§ 155.35 Grand Larceny in the second degree

A person is guilty of grand larceny in the second degree when he steals property and when the value of the property exceeds one thousand five hundred dollars.

Grand larceny in the second degree is a class D felony.
L. 1965, c. 1030; eff. Sept. 1, 1967.

155.40 Grand larceny in the first degree

A person is guilty of grand larceny in the first degree when he steals property and when the property, regardless of its nature and value, is obtained by extortion committed by instilling in the victim a fear that the actor or another person will (a) cause physical injury to some person in the future, or (b) cause damage to property, or (c) use or abuse his position as a public servant by engaging in conduct within or related to his official duties, or by failing or refusing to perform an official duty, in such manner as to affect some person adversely.

Grand larceny in the first degree is a class C felony.
L. 1965, c. 1030, eff. Sept. 1, 1967.

Robbery

§ 160.00 Robbery; defined

Robbery is forcible stealing. A person forcibly steals property and commits robbery when, in the course of committing a larceny, he uses or threatens the immediate use of physical force upon another person for the purpose of:

1. Preventing or overcoming resistance to the taking of the property or to the retention thereof immediately after the taking; or

2. Compelling the owner of such property or another person to deliver up the property or to engage in other conduct which aids in the commission of the larceny. L. 1965, c. 1030, eff. Sept. 1, 1967.

§ 160.05 Robbery in the third degree

A person is guilty or robbery in the third degree when he forcibly steals property.

Robbery in the third degree is a class D felony. L. 1965, c. 1030, eff. Sept. 1, 1967.

§ 160.10 Robbery in the second degree

A person is guilty of robbery in the second degree when he forcibly steals property and when he is aided by another person actually present.

Robbery in the second degree is a class C felony. L. 1965, c. 1030, eff. Sept. 1, 1967.

§ 160.15 Robbery in the first degree

A person is guilty of robbery in the first degree when he forcibly steals property and when, in the course of the commission of the crime or of immediate flight therefrom, he or another participant in the crime:

1. Causes serious physical injury to any person who is not a participant in the crime; or

2. Is armed with a deadly weapon; or

3. Uses or threatens the immediate use of a dangerous instrument.

Robbery in the first degree is a class B felony. L. 1965, c. 1030; amended L. 1967, c. 791, § 22, eff. Sept. 1, 1967.

APPENDIX B
Equipment Inventory

STREET CRIME UNIT EQUIPMENT INVENTORY
April 1, 1975

Equipment	Total
Unmarked Sedans	41
Medallion Taxicabs	14
Station Wagons	7
Panel Trucks	7
Econo Vans	7
Step Vans	1
Motorcycles	3
Bicycles	30
Portable Air Compressor	2
Heavy Duty Battery Charger	2
Base Transmitter	1
Repeater Stations	6
Walkie-Talkies	72
Batteries	170
Battery Chargers	8
8-Band Transceivers	53
10-Frequency Scanners	60
Consolettes	6
Auto Radio Chargers	56
Antennas and Lines	8
Red Phones and Monitors	2
Antenna	60
Antenna Couplers	56
Polaroid Cameras	8
Polaroid Reproducer	1
Nikon Cameras	2
300mm Nikor Telelens	1
T.V. Cameras	1
T.V. Monitor	1
T.V. Tape Recorder	2
Tape Recorders	8
Viewgraph	1
Display Boards	74
Tripod	7
Kodak XL55 Movie Camera	2
Telescopes	2
Binoculars (7 x 35)	24
Binoculars (7 x 50)	72
Car Spot Lights	60
Hand-held Flashing Spotlights with Switchers and Flashers	103
Gypsy Lights and Signs	43
Armor Vests (Front)	8
Armor Vests (Torso)	2
Make-up Kits	6
Headbands	7500
Typewriters	6
Calculators	1
Apeco Copying Machine	1
Rex Rotary Stencil Cutter	1
Rex Rotary Electro Printer	1
Sony Dictating and Transcribing Unit	1
Rex Rotary Offset Press	1
Rex Rotary Plate Maker	1
Rex Rotary Photocopier	1

APPENDIX C
Interview Questionnaire

STREET CRIME UNIT
INTERVIEW QUESTIONNAIRE

DATE ____________________

(rank) ____ (name) ____ (shield) ____ (command) ____

(date of appointment) ____ (tax registry no.) ____ (social security no.) ____

(age) ____ (date of birth) ____ (place of birth) ____ (social) (status) ____ (number of) (children) ____

(height) ____ (weight) ____ (race) ____ (sex) ____ (former occupation) ____

POLICE DEPARTMENT ASSIGNMENTS, INCLUDING TEMPORARY ASSIGNMENTS

FROM	TO	COMMAND	ASSIGNMENT	COMMANDING OFFICER(S)

DEPARTMENT RECOGNITION

DATE	TYPE	REASON	DATE	TYPE	REASON

CHARGES AND SPECIFICATIONS/PENDING CIVILIAN COMPLAINTS

DATE	CHARGE	DISPOSITION	DATE	CHARGE	DISPOSITION

EDUCATION

(List All High Schools and Institutes of Higher Learning)

HIGH SCHOOL/COLLEGE	FROM	TO	MAJORING IN	DIPLOMA/DEGREE CREDIT HOURS

MILITARY SERVICE HISTORY

BRANCH OF SERVICE	FROM	TO	TYPE DISCHARGE	RANK	ACTIVE RESERVE?

OFF-DUTY EMPLOYMENT

TYPE OF WORK	LOCATION	HOURS PER WEEK

SPECIAL QUALIFICATIONS

ARE YOU DEPARTMENT QUALIFIED TO OPERATE: (check if qualified)

AUTO___ MCY___ TRUCK___ SCOOTER___ HORSE___ PW.___ OTHER_______
(list)

LIST IF EXPERIENCED IN THE OPERATION OF ABOVE THOUGH NOT QUALIFIED:

___________ ___________ ___________ ___________ ___________

INDICATE--BY CHECKING APPROPRIATE CAPTION--LANGUAGES YOU ARE FLUENT IN:

LANGUAGE	SPEAK	READ	WRITE

INDICATE CLERICAL QUALIFICATIONS AND DEGREE OF PROFICIENCY (wpm):

STENO _______________ TYPIST _______________ OTHER _______________

LIST OTHER QUALIFICATIONS THAT YOU POSSESS (photographer, etc.):

____

ARREST ACTIVITY

TOTAL ARRESTS	TOTAL ARREST INCIDENTS	FELONIES	MISDEMEANORS

LIST THE NUMBER OF ARRESTS MADE, AND THEIR DISPOSITION, ON EACH OF THE FOLLOWING CRIMES (List only the major charge for each arrest):

CRIME	NUMBER	CONVICTED	PENDING
GR. LARC. PERSON			
GR. LARC. AUTO			
ROBBERY			
FEL. ASSLT. CIV.			
FEL. ASSLT. P.O.			
BURGLARY			
BRIBERY			
POSS. GUN	(F) (M)		
NARCOTICS	(F) (M)		

DESCRIBE, BRIEFLY, YOUR MOST SIGNIFICANT ARREST(S):

FINANCIAL SUMMARY

LIST ANY VEHICLES, BOATS OR PLANES YOU OWN IN WHOLE OR IN PART:

MAKE	YEAR	MODEL	OWNER/PART OWNER

LIST MONTHLY INCOME UNDER APPROPRIATE CAPTIONS:

POLICE SALARY	OUTSIDE EMPLOYMENT	SPOUSE'S SALARY	OTHER INCOME	TOTAL INCOME

LIST MONTHLY EXPENDITURES UNDER APPROPRIATE CAPTIONS:

RENT MORTGAGE	TELEPHONE/ UTILITIES	LOAN/CREDIT PAYMENTS	OTHER EXPENSES	TOTAL EXPENSES

STREET CRIME UNIT USE

SUBJECT	VERIFIED BY	DATE
DEPARTMENTAL RECOGNITION	______________	______
CHARGES AND SPECIFICATIONS	______________	______
PENDING CIVILIAN COMPLAINTS	______________	______
ARREST ACTIVITY	______________	______

Date ______________

From: Commanding Officer, Street Crime Unit

To: Commanding Officer, ______________

Subject: APPLICATION FOR ASSIGNMENT TO STREET CRIME UNIT

1. ___ ______________ of your command has (applied/been recommended) and interviewed for possible assignment to the Street Crime Unit. As no member will be assigned to this Unit without the consent and recommendation of his commanding officer, it is requested that you review the attached questionnaire for accuracy and return it with the completed endorsement outlined below.

____
Deputy Inspector

FIRST ENDORSEMENT

From Commanding Officer, ______________ to Commanding Officer, Street Crime Unit, ______________________.
(date)

Based upon my personal knowledge and information supplied by my first-line supervisors, I have received the attached questionnaire and, to my knowledge, there are no inaccuracies. I feel the above named officer (is/is not) suited for assignment to the Street Crime Unit. I have given consideration to his maturity, integrity, judgment, productivity and over-all worth to the Department. My decision was based on the following:

____

____

____
(Signature)

APPENDIX D
Oral Interview Guidelines

ORAL INTERVIEW GUIDELINES

The oral interview is designed to assess the character of officers aspiring to be members of the Street Crime Unit. Experience has dictated that there be no more than three (3) interviewers at any Selection Interview.

The following guidelines shall be adhered to by interviewing officers before commencing an interview with an applicant:

- If more than one officer is scheduled for an interview, it is recommended that all candidates for the selection interview be advised that each will be interviewed according to his or her time of arrival.
- Applicants will be reminded that no interview will take place unless they are in possession of a completed written questionnaire.
- The candidate will be instructed to deliver a copy of the questionnaire to his commanding officer for review, verification, and endorsement.
- This copy of the questionnaire shall, after being endorsed by the applicant's commanding officer, be forwarded to the Street Crime Unit by Department mail.
- Allow approximately one hour for each interview. Advise each applicant of this fact.
- If a large group of applicants are present, those scheduled for later interviews will be given permission to leave and return at the approximate time scheduled for their interview.
- Utilize a room or office that will minimize noise or distractions during the interview process.
- Furnish the interview room for the comfort and convenience of all in attendance, i.e.--large enough desk or conference table for the interviewers and applicant to sit around, sufficient chairs to seat all, ash trays, etc.
- Interviewers will confer with one another before the first interview to decide procedures to be followed.
- Each interviewer should prepare a set of suggested questions to be asked.
- One interviewer will be designated as Moderator. He will open each interview, keep it on course, assure that all pertinent matters are covered, monitor the time expended, and bring the interview to a close.

- The written questionnaire filled out by the applicant should be reviewed by each interviewer prior to the candidate's entering the room.

The following guidelines will be adhered to during the interview:

- The interview should be conducted in a cordial, informal atmosphere with the interviewers attempting to put the candidate at ease, i.e.--courteous greeting, relaxed, friendly manner, etc.
- The moderator will introduce the applicant to the other interviewers and inform him that he may smoke, remove his jacket, etc.
- The moderator will then outline the opportunities available at the Unit, including policies on merit pay, detective shields, overtime, etc.
- The attached list of questions should be used as a guide. Remember that they are not all-inclusive.
- The interview should be balanced. One interviewer should not dominate, nor should a long series of negative questions be asked. Give the applicant a chance to answer and then move on to another topic. Avoid making notes on the applicant's responses. All observations should be noted after the interview has terminated and the applicant has left the room.
- A certain amount of tension, inherent in an interview situation, will affect the candidate's response, especially at the start of the interview. The "stress" interview should be avoided at this stage unless there is an indication of a temperamental defect which might be made apparent by using a moderate amount of stress.
- If some responses by the applicant appear to be careless or inaccurate, the suggestion that the information can be verified may improve the applicant's accuracy.
- The applicant should be encouraged to talk so that maximum perception can be made of his inner nature, his mental processes, his character and his ability to express himself.
- At the conclusion of the interview, the applicant should be allowed to mention any positive attributes of his that were not broached; he should also be given time to ask questions concerning the Unit.

- The interview should be ended with a cordial handshake and a thank-you for the applicant's time and effort. The applicant shall be requested to notify the Unit of any promotion, transfer, etc., that may take place and affect his assignment to the Unit.

Immediately after the interview has been concluded and the candidate has left the room, each interviewer shall complete the appropriate portion of the Selection Interview Rating Form. These ratings will be discussed after all the candidates have been interviewed and a consensus rating will be made on each applicant. The applicant's appearance, attitude, job knowledge, arrest quality and quantity, judgment, and integrity shall be considered. If lack of field experience is the only negative factor, indicate if you feel the applicant would be a good future prospect.

APPENDIX E
Suggested Interview Statements and Questions

INTERVIEW--STATEMENTS AND SUGGESTED QUESTIONS

Before questioning the applicant, he shall be informed that:

- Assignment to the Street Crime Unit is not a stepping stone to the Detective Bureau.
- The odds are against receiving a detective's shield or merit pay. High calibre of personnel means highly competitive bidding for such awards.
- Cash overtime is minimal.
- The Street Crime Unit Chart consists of four 8½ hour tours and a swing. There are no optional tours off during the year.
- His area of assignment may be any of the City's five boroughs.

The following questions are suggested as a guideline to conducting the interview. They are not to be considered all-inclusive:

- Is this your first department interview?
- Why do you want to be assigned to the Street Crime Unit?
- Have you requested assignment to any other Unit in the Dept.?
- Would you be willing to forego assignment to these other Units if you are selected for the Street Crime Unit?
- How many times have you been transferred? What were the reasons for these transfers--promotion, career path, administrative, etc.?
- Are you attending school? How many credits do you have?
- Do you have permission to moonlight?--Where?--As what?--Why?
- Will the Street Crime Unit Chart interfere with your home life in any way, e.g.--schooling, moonlighting, family, etc.?
- What are your views about female police officers?
- How would you feel if you were assigned a female police officer as a partner?
- How would your wife/girlfriend feel about your working with a female partner?
- Would you prefer working with someone of your own sex?
  (Note: Reverse the gender if a female is being interviewed)
- Review some of the applicant's arrest activity and give him a chance to expound on some of his better arrests.
  - Was the arrest a result of personal observation, radio run, etc?

  - Did the defendant resist? What were the results?
  - Were you the arresting or assisting officer? (Attempt to determine candidate's initiative in effecting arrests)

- What are your views on Narcotics violations, Public Morals violations, Harassment, Resisting Arrest?
- Have you made any off-duty arrests? What were the circumstances involved?
- How many felony arrests have you effected in which you were the complainant?
- Are you presently assigned to Precinct anti-crime?
- Have you ever been assigned to Precinct anti-crime?
- Have you ever applied for assignment to Precinct anti-crime? If not, why not?
- Have you ever done any decoy-type work? If so, what were the results?
- What are your views on decoy tactics?
- Would you be willing to perform as a decoy?
- Would you be willing to disguise yourself as a female?
- If required, would you remove/grow a moustache?
- Are you, or have you ever been, on the Chronic Sick List?
- What are your feelings about intoxicating beverages, On-Duty, Off-Duty?
- Have you ever had an accident while operating a department vehicle?
- When were you last on sick report?
- How would you handle the following situations?
  - Stopping a possibly armed suspect
  - Foot and auto surveillance
  - Blending tactics in an all-black/all-white area of the City.
  - Determining areas of the City for utilization of Gypsy or Medallion Cabs.
  - Deciding whether the charge for an arrest should be Robbery or Grand Larceny from the Person.
  - "Stop and Question" procedure
  - Anti-Crime personnel responding to radio runs, either routine or serious.

- How would you handle a confrontation situation as a Uniformed member? As an Anti-Crime member?
- What are your views on headbands? When would you use them?
- What additional steps would you suggest could be taken to improve identification procedures between uniform and non-uniform members of the service?
- What do you think of the Merit Pay, Detective Shield System?
- How were you evaluated in the last three evaluation periods? Did the same superior evaluate you?
- What is your opinion of the Department's appearance standards? (Does applicant meet the Department's standards?)
- Do you know any member of the Street Crime Unit?
- How many firearms do you possess?
- How many guns do you carry on patrol? Off-duty?
- What type of ammunition do you use?
- What do you think of the Department's policy on warning shots?
- Have you ever fired your gun other than at the Range? What were the circumstances? The results?
- Should police officers be authorized to carry shotguns, mace, etc.?
- Have you ever, to your knowledge, been the subject of an investigation by any Investigating Agency (within or without the Department)? What were the circumstances? The results?
- Have you ever been found guilty of Charges and Specifications? What were the circumstances? The results?
- Have you ever been the recipient of a substantiated civilian complaint? What were the circumstances? The results?
- What are your views on the Department's Integrity Program?
  - Too little too late?
  - Too much harassment?
  - Feelings on Field Associates?
  - Should the Program be diminished? Expanded? Eliminated?
- How much corruption do you think exists in the Department today?

- How would applicant handle an integrity situation? Give him a hypothetical case and see what his reply will be, e.g.--his partner wants to take the money but he won't cooperate, so the crime is not consummated. Would he report the incident to his superior?
- How would you handle a bribery situation? Whom do you notify? What stalling tactics would you use?
- Have you ever made a bribery arrest?
- If officer is on duty when he reports for the interview, ask him if he knows the color of the day?
- Allow applicant to make a statement, if he so wishes, about any of his positive points he feels were not covered.
- Advise applicant to call the Street Crime Unit if he changes his mind about transferring into the Unit. He shall also be requested to notify the Unit of any other reason that may affect his assignment, i.e.--promotion, transfer, etc.

APPENDIX F
Interview Rating Sheet

STREET CRIME UNIT
SELECTION INTERVIEW RATING

RATING: (Circle one) A+ A B+ B C+ C

RANK ____________ NAME ______________________
(last) (first) (m.i.)

COMMAND ____________ TELEPHONE NO. ____________

INTERVIEWED BY:

1.	______ (rank)	______ (name)	______ (squad)
2.	______ (rank)	______ (name)	______ (squad)
3.	______ (rank)	______ (name)	______ (squad)

DATE OF INTERVIEW ______________________

COMMENTS

INTERVIEWER #1 ______________________

INTERVIEWER #2 ______________________

INTERVIEWER #3 ______________________

SUBSEQUENT CONTACTS WITH APPLICANT

Date	Reason
____________	____________

APPENDIX G
Teaching Guidelines

TRAINING

The able training of subordinates is prominent among the manifold duties and responsibilities inherent in the supervisory position. The Street Crime Unit supervisor must realize that, while various training techniques are available to him, his objectives are primarily to hold proper attitudes, improve performance, and increase productivity. In structuring the learning environment, he must consistently endeavor to establish the proper climate for learning. In order to be successful in achieving this important goal, the trainer must be familiar with:

- the recognized theoretical and pragmatic aspects of the learning process,
- the obstacles which arise to offset learning accomplishment, and
- the diverse factors which influence the learning process.

The application of proven principles of training may initially require more energy but, in the long run, will make the training task easier and produce results.

The following guidelines, although not all-inclusive, are utilized by training officers in the Street Crime Unit:

- create interest; make the individual want to learn.
- make your introduction brief, clear, and convincing.
- tell subordinates what is to be learned, relating subject to them
- relate to previous instruction and to what will follow.
- outline the method of presentation.
- be sure you have the full attention of students prior to starting.
- be sure you can be heard; adjust to size of audience.
- speak clearly and distinctly.
- avoid localisms, slang, and profanity.
- stimulate thinking by addressing prepared questions to specific members that contribute to the instruction. Rotate questions among the entire group.

- sell your subject; convince yourself of its value; the rest is easy.
- exercise control; do not let the group get out of hand; do not argue--keep the lesson moving toward objectives.
- be alert; continually check the group's reaction.
- direct questions to inattentive members.
- prepare a schedule and stick to it; cover all your material.
- training aids are essential to instruction; use them.
- keep aids from sight until needed; show them at the moment they contribute to the instruction.
- talk to the group, not to the aid.
- use a blackboard if available; it is an effective visual aid.
- to prevent hiding the blackboard, use a pointer; leave writings on long enough for members to take notes.
- if mechanical aids are used, keep them simple; complicated aids will detract from the instruction.

The following three methods of instruction are utilized by members of the Street Crime Unit performing the training function:

- Lecture Method

  This method is utilized under the following conditions:

  - Many ideas or factors must be presented in a short time to a large group.
  - The subject matter is unfamiliar or new.
  - Information about things that can't be seen or heard is the subject of instruction.
  - It is necessary to prepare group members to participate.

- Lecture/Discussion Method

  This method should be utilized when:

  - Trainees know enough to participate effectively and the instructor wishes to accomplish the following:

  - -- encourage individual thinking and speaking out on a topic.
  - -- emphasize points previously made, e.g. during the lecture phase.
  - -- modify attitudes or opinions.
- The subject lends itself to various opinions or views.
- It is necessary to determine trainee knowledge and attitudes prior to, and after, training sessions.

This method requires a small group, is usually time consuming, and is not very effective for covering detailed operations. However, this method has the following advantages:

- It helps overcome resistance to training by giving people a chance to have their say.
- It stimulates interest and individual thinking.
- It provides an interchange of ideas and opinions based on varied experiences of the group. Furthermore, trainees tend to learn more and remember longer.

- Conference Method

This method is used:

- to present an opportunity for sharing ideas with others in order to achieve individual and group growth and development.
- to give police officers an opportunity to participate in make the decisions which affect them (Participative Management).

APPENDIX H
Performance Evaluation Forms

STREET CRIME UNIT

EVALUATION: YEAR OF 197_

RANK __________ NAME ______________________ SHIELD#_____ AGE ______

SQUAD __________ DATE APPT. ___________ DATE ASSIGNED SCU __________

DATE OF RANK _____________ PARTNERS NAMES _________________________

OVERALL RATING

Quarter	well above standards	above standards	meets standards	below standards	well below standards
1st					
	Rated by:				
2nd					
	Rated by:				
3rd					
	Rated by:				
4th					
	Rated by:				

STREET CRIME UNIT ARREST ACTIVITY

PREVIOUS			CURRENT YEAR 197_				
2 YEARS	197_	197_	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	Tot.
Felony							
Misd.							
Viol.							
Tot. Arr.							
Tot. Inc.							
Robb. (Decoy)							
GLP (Decoy)							
Robbery							
G.L.P.							
Bribery							
Att. Mur.PO							
Gun							
Drugs							
G.L.A.							
Burglary							
Murder							

The above arrest information was verified by:

1st Qtr. Lt. ____________________ 2nd Qtr. Lt. ____________________

3rd Qtr. Lt. ____________________ 4th Qtr. Lt. ____________________

DECOY STATISTICS:

List below the number of times this officer has personally performed decoy which resulted in arrests.

PREVIOUS 2 YEARS			CURRENT YEAR 197_				
	197_	197_	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	Total
Total Incidents							
Total Arrests							

Officer's performance discussed with him/her personally on

_______________________________ .
(date)

STREET CRIME UNIT

EVALUATION: YEAR OF 197_ ______________________________
(Ratee)

Consider the ratee's overall strengths and weaknesses, i.e., team spirit, job attitude, judgment, and ability to perform in stress situations, and his overall contributions to the goals of the Street Crime Unit.

1ST QUARTER

Sgt. Comments:

Lt. Comments:

2ND QUARTER

Sgt. Comments:

Lt. Comments:

3RD QUARTER

Sgt. Comments:

Lt. Comments:

4TH QUARTER

Sgt. Comments:

Lt. Comments:

ACCOUNTABILITY OF PATROL TIME

List below, by quarter, patrol days NOT performed, due to sickness, special assignment, etc., which may have had a bearing on the ratee's overall performance.

1ST QUARTER

2ND QUARTER

3RD QUARTER

4TH QUARTER

MONTHLY INSPECTIONS

S.C.U. MEMO# 46

(date) ____________________

From: LieutenantSergeant ______________________ Squad ___________

To: Commanding Officer, Street Crime Unit

Subject: REPORT OF MONTHLY INSPECTIONS (Reporting Month) ________

1. To achieve coordination of effort towards command priorities it becomes the responsibility of Street Crime Unit Superiors to conduct inspections, examine reports and review subordinates' decisions.
2. Results of these inspections will be documented and submitted to the Commanding Officer by the 6th of each month.

SUPERIORS COURT VISITS

Court Locations	Day/Time	Comments or Discrepancies

ARREST REPORTS/COURT AFFIDAVIT VERIFICATION

Arrest #	Pct.	Arresting Officer	Charge

LOST TIME/COURT SLIPS VERIFICATION

Time/Date of Court Slip	Time/Date Lost Time Slip	Officer

Roll Call Training concerned specifically with use of Deadly Physical Force conducted by undersigned superior.

Date Number of Personnel Present

Roll Call Training concerned specifically with confrontation situations techniques conducted by undersigned superior.

Date Number of Personnel Present

Suggests/recommendations or problems encountered during the past month or anticipated in the future.

Signature ________________________

Patrol Days Performed
During the Past Month ___________

STREET CRIME UNIT

S.C.U. MEMO# 9

January 6, 1975

Memo To: Squad Commanders

Subject: RECAPITULATION OF ARREST ACTIVITY 1974

1. At the start of the New Year, it seems only appropriate that we look back on the last year and review our activity and accomplishment. Shortly, we will have prepared our Annual Report, listing the total accomplishment that we have compiled as a Unit. Our total achievements are the result of team effort, to which each member contributed.

2. It also seems appropriate that we should know and evaluate each member's contribution to the Unit's success. There are many ways in which one contributes that are difficult to pinpoint or measure. Among these are willingness, cooperativeness, loyalty, integrity, team spirit and a host of intangibles that we recognize and are sincerely grateful for.

3. At some point, however, we must lay aside our personal and subjective feelings about the people in our squad a take a "hard" look at that criterion most susceptible to measurement, i.e., arrests. With that in mind, we have prepared a Recapitulation of Arrest Activity that hopefully will give us a "handle" on each individual, each Sergeants' group, and each Squad. This form is primarily meant to summarize activity and delete extraneous material. In preparing this form, the Superior may, if necessary, add any comments or remarks that would further clarify the "naked" figures.

4. In preparing this form, members should be listed in descending order of "incidents" (a police action, in which the subject officer is also the arresting officer; this is not to be confused with a number of arrests in one incident). In reporting "decoys," information sought is the number of times that subject officer acted as a decoy and in which he is not the arresting officer. Members with Detective rating shall be designated with an asterisk.

5. All complete reports, which should approximate three sheets from each squad (with necessary addenda) will be submitted by Jan. 31, 1975.

PATRICK J. McGOVERN
Captain

STREET CRIME UNIT

1974 RECAPITULATION OF ARREST ACTIVITY

SQD. SGT. ______________________ SQD. CMD. ______________________

SQD. DESIGNATION ______________________

The following is a breakdown of the arrest activity of members assigned to the _____ Squad:

						ARRESTS		
SURNAME		ARREST INCIDENTS	TOTAL ARRESTS	TOTAL FELONIES	OPERATED AS DECOY*	ROBBERY	G.L.P.	BRIBERY
	1973:							
	1974:							
	1973:							
	1974:							
	1973:							
	1974:							
	1973:							
	1974:							
	1973:							
	1974:							
	1973:							
	1974:							

*Include only those decoy operations which resulted in an arrest.

APPENDIX I
Bribery Arrest Procedures

BRIBERY ARREST PROCEDURES

In order to develop or secure corroborating evidence in attempted bribery cases, members of the Street Crime Unit shall, upon being offered a bribe, comply with the following procedure:

- The team supervisor, the squad commander and the precinct and Street Crime Base Station House Officers must be notified.
- The responding superior will inform the Internal Affairs Division by telephone, of the offer and any related arrangements.
- The responding superior will assure that the Special Operations Division's Integrity Control Unit has been notified.
- The involved member and superiors will record all facts in their Memo/Activity Log and be guided by the recommendations of the Internal Affairs Division concerning:
    - action to be taken;
    - whether any technical and tactical assistance will be provided.
- Be prepared and have proper wearing apparel available in the event the Internal Affairs Division or Field Internal Affairs Unit from the Borough supplies you with a recording device.
- Before entering the "recording situation," pockets should be emptied to allow a Unit superior to verify how much money is in the officer's possession. (This procedure is followed to forestall any defense claim that the money was originally the officer's.)
- The officer should be aware that the voice quality of some tape recordings is not too good. Background noises should be kept to a minimum. The officer must speak clearly and slowly.
- The officer should attempt to get the defendant to use the word "money" when he speaks of giving the officer a consideration. Slang terms, such as "bread," or the failure of the defendant to mention the type of compensation, may weaken the case.
- Initially, the officer should have the defendant explain to him what he has in mind. An attempt should be made to get him to repeat the initial offer.
- The officer should have the defendant repeat incriminating statements if he feels that they were not said clearly or loud enough.
- The Miranda warnings should be read after the bribe has been offered.

- The denomination and serial numbers of currency given the officer should be read into the tape.

When a bribe has been offered and circumstances do not permit prior consultation with a member of the Internal Affairs Division:

- A summary arrest should be made and normal arrest procedure followed.
- The Legal Division, or, if closed, the Current Situations Desk, should be consulted, if charges are in doubt or legal assistance is required.
- Internal Affairs Division should be notified of the facts and circumstances.

APPENDIX J
Stop and Frisk Guidelines

STOP AND FRISK GUIDELINES

- The suspect's behavior is noted as well as any other condition which makes his behavior suspicious. When the case goes to trial, the officer will be called upon to justify his suspicions.

- Before making a stop the officer announces his purpose and identity and the purpose of the stop, unless the purpose of the stop is obvious.

- Before making a stop, the officer asks himself whether he can get additional information to develop probable cause without endangering the public or losing the suspect. If he believes he can he does not stop the suspect until an attempt has been made to seek out this additional information.

- Every phase of the officer's investigation must be reasonable; therefore, an individual is not detained longer than is absolutely necessary to clear up the situation.

- Force is used to detain a rebellious person, but not deadly physical force, or force likely to cause serious injury, unless necessary for the officer's protection.

- It is necessary to possess reasonable suspicions for the stop. If the reasonableness of such a suspicion cannot be established at trial, the fruits of any subsequent search will be suppressed by the courts.

- The officer's right to ask questions does not compel the suspect to answer. He may, as under custodial interrogation, remain silent. Although the officer properly asks for identification, the suspect need not show it to him. The officer does not arrest a suspect for his silence or lack of identification (unless identification is required by law, such as an operator's license when driving a motor vehicle). However, the officer does consider lack of identification in deciding whether or not grounds exist to frisk the subject.

- The frisk is justified solely as a protection for the police officer and others nearby, and is therefore confined in scope to a search reasonably designed to discover guns, knives, clubs, or other dangerous weapons.

-- A frisk is a patting down of the exterior clothing of a suspect, a superficial serach where the officer does not put his hands into the pockets or wallets of the suspect.

-- The frisk follows a stopping and questioning based on reasonableness. Under dire emergency conditions, however, where the officer's life may be in danger, he by-passes the questioning stage and, after stopping the suspect, conducts a frisk.

-- While conducting a frisk, anything which feels like it could reasonably be a weapon is taken away from the subject. If no such object is felt, the officer stops the frisk at once. The court may admit evidence other than weapons, but only if such evidence was taken with the reasonable belief that it was a weapon.

-- Assuming that a stop is justified, the following are some of the factors or circumstances which are considered by the police officer in determining whether or not to conduct a frisk:

- Does the suspected crime involve the use of weapons?
- The demeanor of the subject:
  - Is the subject rattled over being stopped?
  - Does he show exaggerated unconcern about being questioned?
- Does the suspect present satisfactory identification?
- Is an adequate explanation given for his whereabouts, or for the suspicious circumstances which existed?
- The gait and manner of the suspect.
- Any knowledge the officer may have of the suspect's background and character.
- Whether the suspect is carrying anything and the nature of such items.
- Manner of dress of the suspect, including bulges in his clothing.
- Time of day or night.
- Any overheard conversation of the suspect.
- The particular street or area involved.
- Any information received from a third party.
- Suspicious actions which would indicate that the suspect possibly is armed.

-- When stopping, questioning, and frisking a suspect:

- An individual is not stopped unless the officer feels there is no reasonable alternative to prevent a crime, or learn of its existence, or to prevent the suspect's escape.
- The officer causes as little disturbance as possible, especially in areas where public relations has been a problem in the past.
- If possible, the officer is polite and non-offensive. The person stopped has not been found guilty of a crime nor is there probable cause to arrest him. An innocent person is less disturbed by a courteous stop and a criminal is no less cooperative because of it.

-- Women are asked to remove their overcoats. However, examinations of female clothing by male police officers are not made without some degree of certainty that a woman is armed. This is because a male officer is subject to a claim of indecent handling by any woman he frisks. Handbags are squeezed and, when appropriate, other clothing is patted down.

-- Stop and frisk would be meaningless to the police if it didn't apply to automobiles. If a stop and question suspect is standing outside his car and meets the frisk standards, the officer checks inside the car within the suspect's reach for weapons. This is necessary for self-protection as well as the protection of the public. However, this does not ordinarily give one the right to open a locked truck or glove compartment. In order to search these portions of the auto, the officer must have probable cause.

-- Although stop and frisk is a detention and search, the Miranda warnings do not apply in most stop and frisk cases. While courts have been reluctant to define the stop and frisk technique as "custodial interrogation," the officer always gives the Miranda warnings in the following cases:

- When he has grounds for, or plans to, arrest the suspect, regardless of the results of the frisk.
- When it has been necessary to forcibly detain a suspect for the purpose of interrogation or frisk.
- When he questions a suspect at gunpoint.

The officer gives the warnings immediately after an arrest, although it is unwise, from a safety point of view, to recite the warnings before he frisks the subject. He may also ask the subject if he is armed and where the weapon is, before giving the warnings. Such limited questioning is in the interest of the officer's self-protection and the weapon and answer are admissible.

-- If the officer feels uncomfortable when speaking with a suspect, he frisks him immediately. If he has a gun, the facts are told in court. Reasons for frisking him are not invented. The officer's safety is more important than a conviction.

(CUT ALONG THIS LINE)

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